NOTE

This Microfiche meets the quality requirements of the American National Standard for Microfiche of Documents (ANSI PH5.9-1975). However, because of imperfections in the document from which it was made, it contains images that are illegible or difficult to read. The source document for this microfiche is the best copy that could be obtained prior to filming.

CIS Congressional Information Service, Washington, D.C.

S. HRG. 101-201

NONTRADITIONAL EMPLOYMENT FOR WOMEN ACT

HEARING

OF THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

S. 975

TO AMEND THE JOB TRAINING PARTNERSHIP ACT TO ENCOURAGE A BROADER RANGE OF TRAINING AND JOB PLACEMENT FOR WOMEN, AND FOR OTHER PURPOSES

JUNE 8, 1989

Printed for the use of the Committee on Labor and Human Resources

U.S. GOVERNMENT PRINTING OFFICE

20-103 ⇆ WASHINGTON : 1989

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

S541-40

COMMITTEE ON LABOR AND HUMAN RESOURCES

EDWARD M. KENNEDY, Massachusetts, *Chairman*

CLAIBORNE PELL, Rhode Island
HOWARD M. METZENBAUM, Ohio
SPARK M. MATSUNAGA, Hawaii
CHRISTOPHER H. DODD, Connecticut
PAUL SIMON, Illinois
TOM HARKIN, Iowa
BROCK ADAMS, Washington
BARBARA A. MIKULSKI, Maryland

ORRIN G. HATCH, Utah
NANCY LANDON KASSEBAUM, Kansas
JIM JEFFORDS, Vermont
DAN COATS, Indiana
STROM THURMOND, South Carolina
DAVE DURENBERGER, Minnesota
THAD COCHRAN, Mississippi

NICK LITTLEFIELD, *Staff Director and Chief Counsel*
KRISTINE A. IVERSON, *Minority Staff Director*

CONTENTS

STATEMENTS

THURSDAY, JUNE 8, 1989

	Page
Carson, Rosanne, electrician, Hopelawn, NJ; and Desta Daggett, repair technician, Washington, DC	23
Prepared statements of:	
Ms. Carson	26
Ms. Daggett	40
McNeil, Patricia, Administrator, Office of Strategic Planning and Policy Development, Employment and Training Administration, U.S. Department of Labor, Washington, DC, accompanied by Roberta McKay, chief, Office of Programs and Technical Assistance, Women's Bureau	46
Prepared statement	51
Marano, Cynthia, executive director, Wider Opportunities for Women, Inc., Washington, DC; Clark Street, executive vice president, Ohio Contractors Association, Columbus, OH; Alicia Pelrine, human resources group director, National Governors' Association, Washington, DC; and Esther Schaeffer, senior vice president for policy, National Alliance of Business, Washington, DC	60
Prepared statements of:	
Ms. Marano	63
Mr. Street	79
Ms. Pelrine	87
Ms. Schaeffer	93
Gates, Shelley, associate director, Women Employed, prepared statement	105

ADDITIONAL MATERIAL

Communications to:	
Metzenbaum, Hon. Howard M., a U.S. Senator from the State of Ohio, from Robert M. McGlotten, director, Department of Legislation, American Federation of Labor and Congress of Industrial Organizations, dated June 16, 1989	109
Hatch, Hon. Orrin G., a U.S. Senator from the State of Utah, from Barbara B. Hales, specialist, vocational equity, Utah State Office of Education, dated June 6, 1989	112
Articles, publications, etc.:	
S. 975, text of, with an attachment	9
Charts:	
JTPA Case Study 1: Lower-Paying Entry Level Jobs for Women	3
JTPA Case Study 2: Women Trained for Low-Paying Careers	4

NONTRADITIONAL EMPLOYMENT FOR WOMEN ACT

THURSDAY, JUNE 8, 1989

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 10:10 a.m., in room SD-430, Dirksen Senate Office Building, Hon. Howard M. Metzenbaum presiding.

Present: Senator Metzenbaum.

Senator METZENBAUM. Today's hearing of the Labor and Human Resources Committee is on S. 975, the Nontraditional Employment for Women Act. The NEW Act is bipartisan legislation, designed to promote a wider range of opportunities for women under the Job Training Partnership Act. I am very pleased to have the ranking member of this committee, Senator Hatch, as a leading cosponsor of the legislation.

Equal opportunity in employment may be the law of the land, but it is not yet a reality in the workplace. Women in this country still earn less than 70 percent of what men earn. One of the primary reasons is that men and women work at different jobs. Occupational segregation of the sexes is a fact of American life. Regrettably, Federal job training programs have contributed to the problem. In far too many cases our Federal job training programs, however unintentionally, are steering women into lower-paying female jobs.

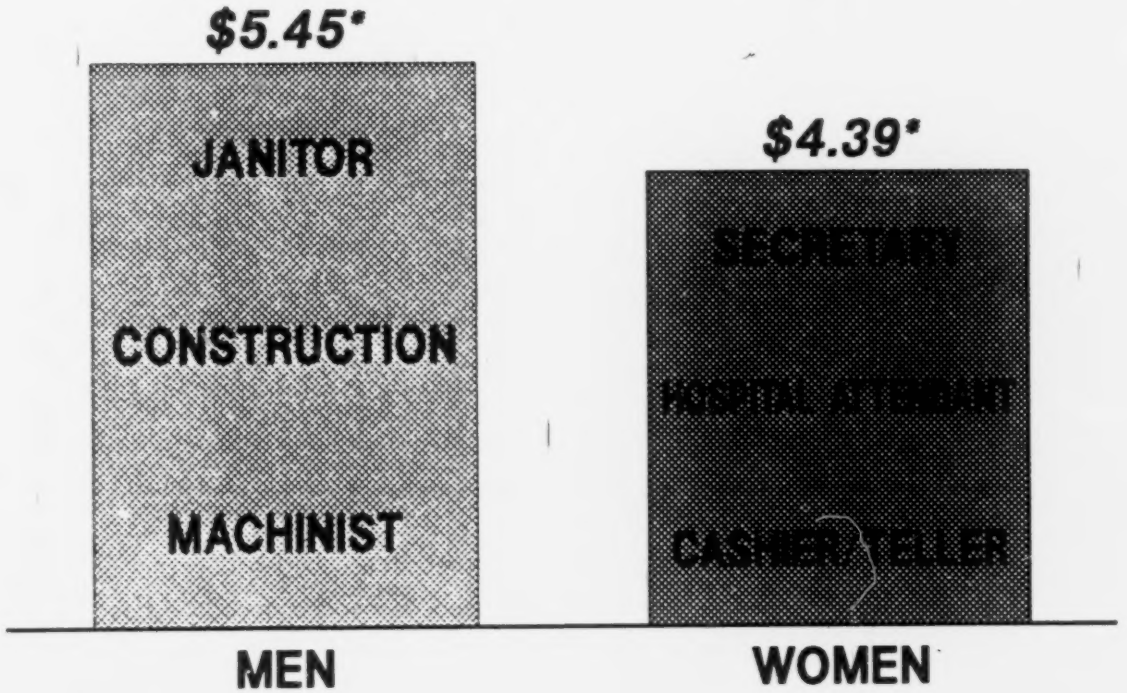
The charts to my right illustrate the extent of sex segregation in job training under the Job Training Partnership Act. The first chart shows initial job placements for male and female JTPA participants. In 1986, the top three job placements for men participating in JTPA programs in the State of Wisconsin were janitor, construction worker, and machinist. These jobs had an average hourly wage at placement of $5.45.

The top job placements for women were secretary, hospital attendant and cashier/teller. The average hourly wage at placement for these jobs was $4.39, or 80 percent of the men's hourly wage. It is troubling to me that right from the start of their new careers, women participating in JTPA earn substantially less than their male counterparts. But the picture gets even worse over the long-term. There is a dramatic difference in future earning potential between what JTPA programs seem to regard as men's work and women's work.

As the second chart beside me shows, in Chicago in 1985, 91 percent of the participants in word processing courses under JTPA were female. Eighty-seven percent of the participants in electronics courses were male. The median hourly wage for word processing operators in the Chicago area is $9.40 per hour, while the corresponding wage for electronics technicians is almost $6 higher, $15.30 per hour.

[The charts referred to follow:]

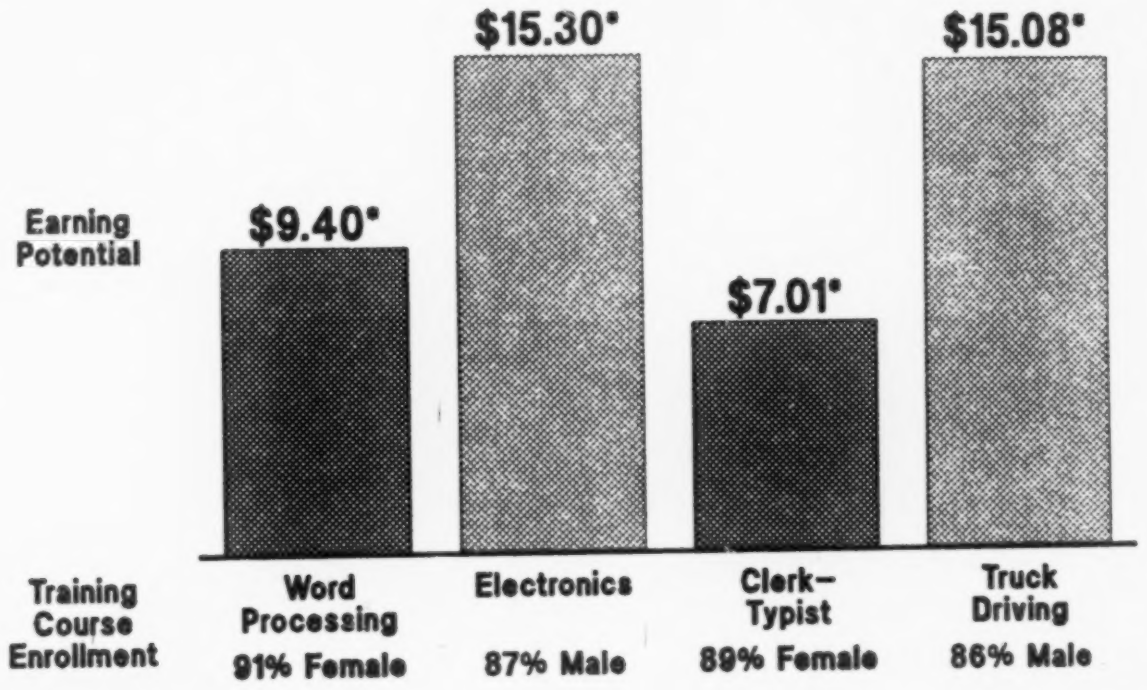
JTPA Case Study 1: Lower-Paying Entry Level Jobs for Women



*Average Wage at Placement

Source: Wisconsin Dept. of Industry, Labor and Human Relations

JTPA Case Study 2: Women Trained for Low-Paying Careers



*Median Hourly Wage

Sources: Women Employed, Inc. -Chicago Area Study; Bureau of Labor Statistics

Likewise, 89 percent of the enrollees in clerk typist courses were female. 86 percent of participants in truck driving courses were male. The median hourly wage for typists in Chicago is $7.01. But truck drivers earn more than double that amount, $15.08 per hour.

Women who enter Federal job training programs need to be told that no work is women's work, that all jobs are open to them. It is clear that women have not received their fair share of the training available under JTPA for the jobs that offer the best wages, benefits and long-term earning potential.

This is a shortcoming in JTPA which Congress can and should do something about. The NEW Act—we called it the NEW Act because it is an adaptation from the old—will provide for greater opportunities for women to receive training and placement in construction, electronics, and other nontraditional fields of work, where the rates of pay are substantially higher. It is modest legislation, but it is much needed legislation.

This morning we will hear from two women who participated in JTPA training programs for traditionally male fields of work. I am pleased that they are here to share their experiences with us. We also will hear from the Department of Labor, with whom my staff and Senator Hatch's staff have worked closely to develop the proposal before us.

Finally, we have a panel of witnesses representing employers, service providers and governors. The general rule in this committee is that witnesses are asked to confine their remarks to 5 minutes and the balance of their statements are included in the record.

Senator METZENBAUM. At this point I will submit for the reocrd an opening statement of Senator Hatch, the lead cosponsor of the bill, and an opening statement of Senator Simon.

[The statements of Senators Hatch and Simon follow:]

OPENING STATEMENT OF SENATOR HATCH

Senator HATCH. Mr. Chairman, I am pleased to join you and Senators Kassebaum, Pell, and Kennedy in sponsoring the Nontraditional Employment for Women Act. I believe this legislation can go a long way toward creating a greater array of occupational training opportunities for women.

I want to clarify one very important point from the outset of our discussion. A headline over a newspaper article reporting on my cosponsorship of this bill said, "Hatch Pushes Bill Helping Women Get Men's Work." I suppose if one looks at the issue of nontraditional jobs for women in that very literal way, few people would support this bill or any other that was designed to advance such opportunities for women. No one wants to take jobs away from one segment of our society and give them to another. I am not in favor of that.

On the other hand, I do not believe that the number of jobs in our labor market is finite. There is no danger of laying off John to employ Mary. In fact, our need for a skilled labor force will continue to grow into the next century.

Our economy has created over 15 million net new jobs since 1983. Additionally, according to the Hudson Institute, in a study done for the U.S. Department of Labor, the percentage of jobs with high

skill ratings will increase. Today, for example, jobs with skill ratings of 0.7–1.4 (helpers and laborers) will fall from 9 percent of the labor force to just 4 percent. In contrast, jobs with skill ratings of 3.5–4.4 (technicians, teachers, managers) will increase from 18 percent to 28 percent. There is no doubt in my mind that there is room for both men and women in tomorrow's American work force.

What we must do is make sure that training opportunities are available and that people have choices. It is the purpose of this legislation to encourage service delivery areas under the Job Training Partnership Act to provide a broader range of training opportunities and occupational choices for women. Women eligible for JTPA services are those receiving public assistance, but who lack the skills to be employed and, therefore, independent.

The history of my State of Utah is rich with examples of women shouldering nontraditional responsibilities. In an era when women waited in the relative safety of an established town while the men went west and settled the territory, Mormon wives crossed the country with their families. Utah women were elected to public office before women nationally were even given the right to vote.

It is perfectly consistent with our heritage that Utah women in the 1990's, as well as women nationwide, be given these choices and, to borrow a phrase from the U.S. Army, to be all that they can be. They deserve access to training programs that will provide them with the level of skills that will be demanded by American industry.

I look forward to working with my colleagues on this proposal and thank all our witnesses for being here this morning. I am disappointed that Mrs. Sherril Burge, Director of the Women's Resource Center at the College of Eastern Utah could not be with us this morning due to an illness in the family. She has been actively involved with both JTPA and the Carl Perkins Act programs and has some excellent insights this committee should seriously consider. I would like to ask the chairman if he would kindly leave the record open in case she would like to submit a statement.

I want to thank all the witnesses for being here today. We look forward to your testimony.

Opening Statement of Senator Simon

Senator Simon. I want to commend Senator Metzenbaum for holding this hearing on the important issue of training women for nontraditional jobs. As chairman of the Employment and Productivity, I have held extensive hearings over the past 2 years on how well the Job Training Partnership Act is working. It is clear that improvements can be made in training women for jobs with higher skill levels under JTPA. I look forward to working with Senator Metzenbaum to see how that these improvements are made.

Last week, I held a hearing on S. 1107, the Displaced Homemakers Training and Self Sufficiency Act, to focus on the special needs and problems of displaced homemakers entering the paid work force. At the hearing, Dr. Roberta Spalter-Roth and Linda Andrews from the Institute for Woman's Policy Research gave testimony on their research on low wage women workers between the ages of 30 and 64. The results showed that one-third of these women fail to

earn wages high enough to bring a household of four out of poverty and another one fourth of all women in families are at risk of poverty. Moreover, of those working women, 16.4 percent are receiving Federal assistance.

It is obvious that the problem is not just that women who are at risk or who are in poverty need jobs. These women need jobs that will allow them to become economically self-sufficient. Research by such organizations as Women Employed in Chicago shows that job training that is currently provided for under federally funded programs can be sex segregated, meaning that women are usually trained for jobs that are traditionally female jobs, such as retail sales, data entry, and clerical work. Yet, these jobs often do not pay enough for these women to sustain themselves or their families. We know that jobs that have been traditionally held by men often pay higher and offer better benefits.

In the coming years employers will be looking more and more to women to meet their work-force needs. It is estimated that by the 1990's two out of every three workers will be women. The workforce of the future will increasingly be comprised of older, female, and disadvantaged workers. We cannot leave to chance the access of these groups to appropriate education and training for jobs that will require a high level of skill.

I commend Senator Metzenbaum for taking a step forward in combating this important and complicated problem with his Nontraditional Employment for Women Act of 1989.

Senator METZENBAUM. Our first two witnesses are Rosanne Carson, electrician, Hopelawn, NJ; and Desta Daggett, repair technician from Washington, DC.

[The prepared opening statement of Senator Metzenbaum with attachments follows:]

PREPARED OPENING STATEMENT OF SENATOR METZENBAUM

Senator METZENBAUM. Today's hearing of the Labor and Human Resources Committee is on S. 975, the Nontraditional Employment for Women Act. The NEW Act is bipartisan legislation designed to promote a wider range of opportunities for women under the Job Training Partnership Act. I am very pleased to have the ranking member of this committee, Senator Hatch, as the leading cosponsor of the legislation.

Equal opportunity in employment may be the law of the land, but it is not yet a reality in the workplace. Women in this country still earn less than 70 percent of what men earn. One of the reasons for this persistent wage gap is that men and women work at different jobs. Occupational segregation of the sexes is a fact of American life.

Regrettably, Federal job training programs have contributed to the problem. In far too many instances, our Federal job training programs, however unintentionally, are steering women into lower-paying female jobs. Studies conducted at the State and local level have shown that those seeking assistance under JTPA end up in traditionally male and female fields of work. The limited national figures that are available support these findings. The following

charts illustrate the extend of sex segregation in job training under the Job Training Partnership Act.

The first chart shows initial job placements for male and female JTPA participants. In 1986, the top three job placements for men participating in JTPA programs in the State of Wisconsin were janitor, construction worker, and machinist. These jobs had an average hourly wage at placement of $5.45. The top job placements for women were secretary, hospital attendant, and cashier/teller. The average hourly wage at placement for these jobs was $4.39, or 80 percent of the men's hourly wage.

It is troubling to me that right from the start of their new careers, women participating in JTPA earn substantially less than their male counterparts. There is a dramatic difference in future earning potential between what JTPA programs seem to regard as men's work and women's work.

For example, as the second chart shows, in Chicago in 1985, 91 percent of the participants in word-processing courses under JTPA were female; 87 percent of the participants in electronics courses were male. The median hourly wage for word processing operators in the Chicago area is $9.40 per hour, while the corresponding wage for electronics technicians is almost $6.00 higher—$15.30 per hour. Likewise, 89 percent of the enrollees in clerk-typist courses were female; 86 percent of participants in truck driving courses were male. The median hourly wage for typists in Chicago is $7.01, but truck drivers earn more than double—$15.08 per hour.

Women who enter Federal job training programs need to be told that no work is "women's work," that all jobs are open to them. It is clear that women have not received their fair share of the training available under JTPA for the jobs that offer the best wages, benefits, and long-term earning potential. This is a shortcoming in JTPA which Congress can and should do something about.

The NEW Act will provide for greater opportunities for women to receive training and placement in construction, electronics, and other nontraditional fields of work, where the rates of pay are substantially higher. The bill will accomplish this objective in two ways.

First, the NEW Act requires service delivery areas and States to include goals in their annual job training plans for training and placing women in nontraditional employment. Second, the NEW Act creates a 4-year, $6 million demonstration program to foster the development of programs to train women for nontraditional employment. This is modest legislation, but it is much-needed legislation.

[The text of S. 975 with attachment follows:]

II

101ST CONGRESS
1ST SESSION

S. 975

To amend the Job Training Partnership Act to encourage a broader range of training and job placement for women, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MAY 11 (legislative day, JANUARY 3), 1989

Mr. METZENBAUM (for himself, Mr. HATCH, Mr. PELL, Mrs. KASSEBAUM, and Mr. KENNEDY) introduced the following bill; which was read twice and referred to the Committee on Labor and Human Resources

---

A BILL

To amend the Job Training Partnership Act to encourage a broader range of training and job placement for women, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Nontraditional Employment for Women Act".

SEC. 2. FINDINGS.

The Congress finds that—

(1) over 7,000,000 families in the United States live in poverty, and over half of those families are single parent households headed by women;

(2) women stand to improve their economic security and independence through the training and other services offered under the Job Training Partnership Act;

(3) women participating under the Job Training Partnership Act tend to be enrolled in programs for traditionally female occupations;

(4) many of the Job Training Partnership Act programs that have low female enrollment levels are in fields of work that are nontraditional for women;

(5) employment in traditionally male occupations leads to higher wages, improved job security, and better long-range opportunities than employment in traditionally female-dominated fields;

(6) the long-term economic security of women is served by increasing nontraditional employment opportunities for women; and

(7) older women reentering the workforce may have special needs in obtaining training and placement in occupations providing economic security.

SEC. 3. STATEMENT OF PURPOSE.

The purposes of this Act are—

(1) to encourage efforts by the Federal, State, and local levels of government aimed at providing a wider range of opportunities for women under the Job Training Partnership Act;

(2) to provide incentives to establish programs that will train, place, and retain women in nontraditional fields; and

(3) to facilitate coordination between the Job Training Partnership Act and the Carl D. Perkins Vocational Education Act to maximize the effectiveness of resources available for training and placing women in nontraditional employment.

SEC. 4. DEFINITION.

Section 4 of the Job Training Partnership Act (hereinafter referred to as the "Act") is amended by adding at the end thereof the following new paragraph:

"(30) The term 'nontraditional employment' as applied to women refers to occupations or fields of work where women comprise less than 25 percent of the individuals employed in such occupation or field of work.".

SEC. 5. SERVICE DELIVERY AREA JOB TRAINING PLAN.

Section 104(b) of the Act is amended—

(1) by redesignating paragraphs (5), (6), (7), (8), (9), (10), and (11) as paragraphs (6), (7), (8), (9), (10), (11), and (12), respectively;

(2) by inserting after paragraph (4) the following new paragraph:

"(5) goals for—

"(A) the training of women in nontraditional employment; and

"(B) the training-related placement of women in nontraditional employment and apprenticeships;

and a description of efforts to be undertaken to accomplish such goals, including efforts to increase awareness of such training and placement opportunities;"; and

(3) in paragraph (12), as redesignated in paragraph (1) above, by—

(A) striking "and" at the end of subparagraph (B);

(B) striking the period at the end of subparagraph (C) and inserting in lieu thereof a semicolon; and

(C) adding after subparagraph (C) the following new subparagraphs:

"(D) the extent to which the service delivery area has met its goals for the training and training-related placement of women in nontraditional employment and apprenticeships; and

"(E) a statistical breakdown of women trained and placed in nontraditional occupations, including—

"(i) the type of training received, by occupation;

"(ii) whether the participant was placed in a job or apprenticeship, and, if so, the occupation and the wage at placement;

"(iii) the participant's age;

"(iv) the participant's race; and

"(v) information on retention of the participant in nontraditional employment.".

SEC. 6. GOVERNOR'S COORDINATION AND SPECIAL SERVICES PLAN.

(a) IN GENERAL.—Section 121(b) of the Act is amended by—

(1) redesignating paragraphs (3), (4), and (5) as paragraphs (4), (5), and (6), respectively; and

(2) by inserting after paragraph (2) the following new paragraph:

"(3) The plan shall include goals for—

"(A) the training of women in nontraditional employment through funds available under the Job Training Partnership Act, the Carl D. Perkins Vocational Education Act, and other sources of Federal and State support;

"(B) the training-related placement of women in nontraditional employment and apprenticeships;

"(C) a description of efforts to be undertaken to accomplish such goals, including efforts to increase awareness of such training and placement opportunities; and

"(D) a description of efforts to coordinate activities provided pursuant to the Job Training Partnership Act and the Carl D. Perkins Vocational Education Act to train and place women in nontraditional employment.".

(b) SPECIAL PROGRAMS.—Section 121(c) of the Act is amended by—

(1) redesignating paragraphs (9) and (10) as paragraphs (10) and (11), respectively; and

(2) inserting after paragraph (8) the following new paragraph:

"(9) providing programs and related services to encourage the recruitment of women for training,

placement, and retention in nontraditional employment;".

SEC. 7. STATE JOB TRAINING COORDINATING COUNCIL.

Section 122(b) of the Act is amended by—

(1) redesignating paragraphs (5), (6), (7), and (8) as paragraphs (9), (10), (11), and (12), respectively; and

(2) inserting after paragraph (4) the following new paragraphs:

"(5) review the reports made pursuant to subparagraphs (D) and (E) of section 104(b)(12) and make recommendations for technical assistance and corrective action, based on the results of such reports;

"(6) prepare a summary of the reports made pursuant to subparagraphs (D) and (E) of section 104(b)(12) detailing promising service delivery approaches developed in each service delivery area for the training and placement of women in nontraditional occupations, and disseminate annually such summary to service delivery areas, service providers throughout the State, and the Secretary;

"(7) review the activities of the Governor to train, place, and retain women in nontraditional employment, including activities under section 123, prepare a summary of activities and an analysis of results, and dis-

seminate annually such summary to service delivery areas, service providers throughout the State, and the Secretary;

"(8) consult with the sex equity coordinator established under section 111(b) of the Carl D. Perkins Vocational Education Act, obtain from the sex equity coordinator a summary of activities and an analysis of results in training women in nontraditional employment under the Carl D. Perkins Vocational Education Act, and disseminate annually such summary to service delivery areas, service providers throughout the State, and the Secretary;".

SEC. 8. STATE EDUCATION COORDINATION AND GRANTS.

(a) STATE EDUCATION COORDINATION AND GRANTS.—Section 123(a) of the Act is amended by—

(1) striking "and" at the end of paragraph (2);

(2) striking the period at the end of paragraph (3) and inserting in lieu thereof a semicolon and "and"; and

(3) inserting the following new paragraph at the end thereof:

"(4) to provide statewide coordinated approaches, including model programs, to train, place, and retain women in nontraditional employment.".

(b) USE OF FUNDS.—Section 123(c) is amended—

(1) in paragraph (2)(B) by striking "(1) and (3)" and inserting in lieu thereof "(1), (3), and (4)"; and

(2) in paragraph (3) by striking "(1) and (3)" and inserting in lieu thereof "(1), (3), and (4)".

SEC. 9. USE OF FUNDS.

Section 204 of the Act is amended by—

(1) redesignating paragraphs (27) and (28) as paragraphs (28) and (29), respectively; and

(2) inserting after paragraph (26) the following new paragraph:

"(27) outreach, to develop awareness of, and encourage participation in, education, training services, and work experience programs to assist women in obtaining nontraditional employment, and to facilitate the retention of women in nontraditional employment, including services at the site of training or employment,

SEC. 10. DEMONSTRATION PROGRAMS.

Part D of title IV of the Act is amended by adding at the end thereof the following new section:

"DEMONSTRATION PROGRAMS

"SEC. 457. (a)(1) From funds available under this part for each of the fiscal years 1990, 1991, 1992, and 1993, the Secretary shall use $1,500,000 in each such fiscal year to make grants to States to develop demonstration and exemplary programs to train and place women in nontraditional employment.

"(2) The Secretary may award no more than 6 grants in each fiscal year.

"(b) In awarding grants pursuant to subsection (a), the Secretary shall consider—

"(1) the level of coordination between the Job Training Partnership Act and other resources available for training women in nontraditional employment;

"(2) the extent of private sector involvement in the development and implementation of training programs under the Job Training Partnership Act;

"(3) the extent to which the initiatives proposed by a State supplement or build upon existing efforts in a State to train and place women in nontraditional employment;

"(4) whether the proposed grant amount is sufficient to accomplish measurable goals;

"(5) the extent to which a State is prepared to disseminate information on its demonstration training programs; and

"(6) the extent to which a State is prepared to produce materials that allow for replication of such State's demonstration training programs.

"(c)(1) Each State receiving financial assistance pursuant to this section may use such funds to—

"(A) award grants to service providers in the State to train and otherwise prepare women for nontraditional employment; and

"(B) award grants to service delivery areas on the basis of exceptional performance in training, placing, and retaining women in nontraditional employment.

"(2) Each State receiving financial assistance pursuant to subsection (c)(1)(A) may only award grants to—

"(A) community based organizations,

"(B) educational institutions, or

"(C) other service providers that have demonstrated success in occupational skills training.

"(3) Each State receiving financial assistance pursuant to subsection (c)(1)(B) may only award grants to service delivery areas that have demonstrated exceptional performance in training, placing, and retaining women in nontraditional employment that is not attributable or related to the activities of any service provider awarded funds under subsection (c)(1)(A).

"(d) In any fiscal year in which a State receives a grant pursuant to this section such State may retain an amount not to exceed 10 percent of such grant to—

"(1) pay administrative costs,

"(2) facilitate the coordination of statewide approaches to training and placing women in nontraditional employment, or

"(3) provide technical assistance to service providers.".

SEC. 11. REPORT AND RECOMMENDATIONS.

(a) REPORT.—The Secretary of Labor shall report to the Congress within 5 years of the date of enactment of this Act on—

(1) the extent to which States and service delivery areas have succeeded in training, placing, and retaining women in nontraditional employment, together with a description of the efforts made and the results of such efforts; and

(2) the effectiveness of the demonstration programs established by section 457 of the Job Training Partnership Act in developing approaches to train and place women in nontraditional employment, including a summary of activities performed by grant recipients under the demonstration program authorized by section 457 of the Job Training Partnership Act.

(b) RECOMMENDATIONS.—The report described in subsection (a) shall include recommendations on the need to continue, expand, or modify the demonstration programs established by section 457 of the Job Training Partnership Act, as

well as recommendations for legislative and administrative changes necessary to increase nontraditional employment opportunities for women under the Job Training Partnership Act.

SEC. 12. EFFECTIVE DATE.

This Act and the amendments made by this Act shall take effect upon the date of enactment of this Act, except that the requirements imposed by sections 5, 6, and 7 of this Act shall apply to the plan or report filed or reviewed for program years beginning on or after July 1, 1990.

○

THE NONTRADITIONAL EMPLOYMENT FOR WOMEN ACT (S.975)

Sponsor: Senator Howard M. Metzenbaum (D-Ohio)
Co-Sponsors: Senator Orrin Hatch (R-Utah)
Senator Claiborne Pell (D-Rhode Island)
Senator Nancy Kassebaum (R-Kansas)
Senator Edward M. Kennedy (D-Massachusetts)

Purpose: To encourage greater efforts to train and place women in nontraditional employment through the Job Training Partnership Act.

Planning and Reporting Requirements: The NEW Act requires states and service delivery areas to set goals for training and placing women in fields traditionally dominated by men, and to report on results.

Review: The State Job Training Coordinating Council is directed to review the planning and reporting activities of the Governor and the service delivery areas, to make recommendations for future activities, and to disseminate information on successful approaches to training and placing women in nontraditional fields of employment.

Coordination: Governors and State Job Training Coordinating Councils are directed to coordinate between the Job Training Partnership Act and the Carl D. Perkins Vocational Education Act with respect to efforts to train and place women in nontraditional employment.

Demonstration Programs: A four-year demonstration program is established to aid in developing programs to train and place women in nontraditional employment. The Secretary of Labor is directed to make grants totalling $1.5 million annually out of existing funds, with funds going to not more than six states per year. Governors may then use the funds to (1) award grants to service providers to train women for nontraditional employment, and/or (2) award grants to service delivery areas on the basis of exceptional performance in training, placing, and retaining women in nontraditional employment.

Evaluation: The Secretary of Labor is directed to report to Congress on the efforts made at the federal, State, and local levels to train, place, and retain women in nontraditional fields of employment, together with recommendations for legislative and administrative changes necessary to increase nontraditional training opportunities for women under JTPA.

Bill Status: Introduced May 11, 1989; Referred to Committee on Labor and Human Resources; Hearing scheduled for June 8, 1989.

Senator METZENBAUM. This morning we will hear from two women who participated in JTPA training programs for traditionally male fields of work. These women accepted the challenge of tackling cultural stereotypes and other barriers in order to get jobs in nontraditional fields. I am pleased that they are here to share their experiences with us. We also will hear from the Department of Labor, with whom my staff and Senator Hatch's staff have worked closely to develop the proposal before us. Finally, we have a panel of witnesses representing employers, service providers, and governors. I look forward to their testimony this morning.

Rosanne, we will be happy to hear from you.

STATEMENTS OF ROSANNE CARSON, ELECTRICIAN, HOPELAWN, NJ; AND DESTA DAGGETT, REPAIR TECHNICIAN, WASHINGTON, DC

Ms. CARSON. Good morning. I would like to begin by saying that I am a single parent with two daughters, ages 9 and 10, and a tradeswoman from IBEW, Local Union 262. I am always proud of my family and my local's affiliation with the AFL–CIO.

At 16 years of age, I quit high school and became employed, earning $3.80 an hour as an electronics assembler at a plant that manufactured laser diodes. There I cut and tested crystal with all women on an assembly line. Two years later I was married. Shortly before my daughter was born in 1977 I left my job at the plant. The following year my second daughter was born. Marriage was disagreeable, to say the least, and I was divorced when my youngest child was only five months old.

Financial hardship set into my life and I worried for my children. I barely was able to survive financially on Aid to Families with Dependent Children. It was an unhappy time as the bills piled up. My mother moved in with me and the kids. She had a car and a pittance, so I no longer qualified for AFDC. For many years I worked part-time at retail stores, and my mother and I split the bills. Without welfare payments, I depended on child support payments and my meager earnings.

Looking back, I can say that I lived day to day without much hope for a better future. In 1986, my ex-husband moved to Florida to avoid paying child support. It was a tug of war for my mom and me to pay the bills. I went back on AFDC in June of 1986 for 3 months. At that time, I was sure of one thing. I did not want to repeat the last 8 years of financial struggle. The turning point occurred when I found out about a nontraditional tuition free training program that promoted opportunities for women to pursue higher paying jobs in the trades.

This program is TREE, Training, Recruiting, Educating and Employing, Incorporated. TREE, Incorporated has been operating since 1978 and was initiated with the cooperation of the Middlesex County building trades. Initially TREE was funded under CETA. Currently, TREE is a JTPA program. The founding fathers of TREE are Mr. Albert Hudanish, who is here today, currently Director, Bureau of Apprenticeship and Training, Region II, U.S. Department of Labor and Mr. James Callahan, business manager, IBEW No. 358. Presently the board of trustees of TREE is com-

prised of Mr. James Callahan, Mr. Joseph Glabb, Mr. Thomas Sperling, and Mr. Peter Martiak, who is here today with me, and is Director of the TREE program.

In addition, special efforts to encourage women to enroll and successfully complete pre-apprenticeship training are provided through the Middlesex County Vocational and Technical Schools, Dr. Henry Zanzalari, Superintendent.

Senator METZENBAUM. Why do you not skip their names in the interest of time? They will be in the record.

Ms. CARSON. OK. Sure. During the summer of 1986, I began to take steps to change my life. Returning to the welfare office had inspired me to seriously think about my future. An advertisement for TREE trainees in electrical programs seemed different, intriguing and possibly financially rewarding. So I responded to the ad with a phone call and an appointment.

The personnel at TREE informed me of the program's goals, objectives, support services, job placement assistance and the opportunity of entering a union. The potential of becoming economically self-sufficient was there. Since I was on AFDC, I was able to get JTPA certification. I began pre-apprenticeship training in the electrical program at the end of August 1986.

The first week of training showed me that this program was right for me. TREE gave me a taste of both worlds, a chance to work with tools on the job and a chance to get into the theory. The program was never drab, dull or boring. I still can recall my instructor saying, "You are not going to be sitting around here in a classroom." The second day or third day of training I can remember using a 40-foot wooden extension ladder, and that means carrying it, putting it up, lugging it around, and climbing to the top of a pole to check it out.

Now that stands out in my mind because before that time I had never even seen a 40-foot extension ladder, let alone used one. I was exposed to many types of electrical work through TREE. We did hands-on occupational tasks for nonprofit organizations in Middlesex County. Upon training completion, the director discussed with me the options that were available. After some serious thinking and decision making, I decided to follow his advice by filling out an application with Pro Electric, an electrical contractor in Middlesex, NJ. I was interviewed on Monday and was told on Friday to report to work at 8 o'clock on Monday morning.

That was in November of 1986. I worked to the best of my ability to prove that I could do a job that has traditionally been reserved for men. Pro-Electric was pleased with my work performance, and in 1987 they sponsored me into the IBEW, Local 262. I attended the apprenticeship training programs through the Joint Apprenticeship Training Committee. In May of this year, I completed my apprenticeship training and was first in my class. I am now a C-Classified union electrician.

Since the time I started working for Pro-Electric, I have been a steady jobber. I have worked in churches 65 feet in the air, retail stores on 277 volt lighting, bucket trucks in parking lots, crawl spaces, you name it. When I began working for Pro-Electric in 1986, was earning $6 an hour. I am proud to say that upon completion of my apprenticeship I am now earning more than $15 an

hour. My benefits include Blue Cross/Blue Shield, major medical, dental, eyeglasses, and a pension plan.

Being a tradeswoman intrigues and excites me. Nontraditional employment for women can provide financial independence, strength and greater self-esteem for women who are competitive, welcome a challenge and leave their fears behind them. Programs such as TREE provide women with positive thinking. If it were not for TREE, it would not have occurred to me that I could get involved in a nontraditional occupation.

I feel capable competing with men and TREE gave me the confidence I needed to do that. I have not found any harassment problems on the job because I do not look for any trouble. I dress accordingly. I even work harder than a lot of the men I work with. In closing, I would like to thank the Labor Committee for inviting me here to speak today. I feel that your interest in knowing my background, my training route, and my accomplishments, may open the door for women in the United States who are interested in nontraditional training and higher-paying jobs in the trades.

My final personal remark to you about my tradeswoman experience is simply this: I love my job and it is my passion. Thank you.

Senator METZENBAUM. Thank you very much, Rosanne. There is only one criticism I have of your very fine statement, and that is, you should have brought your kids. They would have been very proud of you.

Ms. CARSON. I would have loved to. I love to expose them to new experiences. That is one of the most satisfying outcomes of my whole job experience and training program. I have two daughters, age 9 and 10 years old, and they have a belief in themselves. They think they—and all women—can do anything. And that is the most satisfying thing to me personally.

Senator METZENBAUM. Great. I have no quarrel with that point, being the proud father of four daughters.

[The prepared statement of Ms. Carson with an attachment follows:]

PREPARED STATEMENT OF ROSANNE CARSON

Good morning. I would like to begin by saying that I'm a single parent with two children, ages nine and ten, and a tradeswoman from the I.B.E.W., Local Union #262. I am always proud of my family and my local's affiliation with the AFL-CIO.

Born February 5, 1959 in South Amboy, New Jersey, I come from a blue collar family with a household of brothers. My father was a baker who worked hard all of his life until he passed away in 1977. My mother, who without her help I would not have had child care assistance to pursue pre-apprentice training at T.R.E.E. nor have a full-time job today as an electrician, is still a homemaker.

When I reflect upon my high school days, it is clear to me now that I had no ambition and no goals. Although my guidance counselor convinced me to enroll in college preparatory courses, I had little interest in school (except algebra) and my grades declined. By sophomore year I switched my class schedule to general courses which were boring. Anyway, I felt college was financially out of my reach. A part-time job at the bakery where my father had worked and a taste of making money interested me more than the future rewards of an education.

At sixteen years of age, I quit high school and became employed, earning $3.80 per hour at an electronic assembly plant that manufactured laser diodes. There I cut and tested crystal with all women on the assembly line. It was a tension job. It was a big, involved process, coating the crystal. I was in a vaccuum chamber. Although the job was intense and the process of testing was complicated, I liked the work.

Two years later, I was married. Shortly before my first daughter was born in 1977, I left my job at the plant. The following year my second daughter was born. Marriage was disagreeable, to say the least, and I was divorced when my youngest child was only five months old.

Financial hardship set into my life, and I worried for the children. I bearly was able to survive financially on Aid to Families with Dependent Children. It was an unhappy time as the bills piled up. My mother moved in with me and the kids. She had a car and a pittance. I no longer qualified for AFDC. For many years, I worked part-time at retail stores and my mother and I split the bills. Without welfare payments, I depended on child support payments and my meager earnings. Looking back, I can see that I had lived day-to-day without much hope for a better future.

In 1986, my ex-husband moved to Florida to avoid paying child support. It was a tug of war for my mother and me to pay the bills. I went back on AFDC in June of 1986 for three months.

At that time, I was sure of one thing: I did not want to repeat the last eight years of financial struggle. The turning point occurred when I found out about a nontraditional, tuition-free, training program that promoted opportunities for women to pursue higher paying jobs in the trades. This program is T.R.E.E. (Training, Recruiting, Educating and Employing, Inc.). I have since learned the history of T.R.E.E.'s beginning and hence, my beginning as a tradeswomen.

I would like to share with you this information, T.R.E.E., Inc. has been operating since 1978 and was initiated with the cooperation of the Middlesex County Building Trades. Initially, T.R.E.E. was funded under the Comprehensive Employment and Training Act. Currently, T.R.E.E. is a Job Training and Partnership Act program.

The founding fathers of T.R.E.E. are Mr. Albert Hudanish, currently Director, Region II, U.S. Department of Labor, Bureau of Apprenticeship and Training, New York, New Jersey, Puerto Rico and Virgin Islands and Mr. James Callahan, Business Manager, I.B.E.W., Local Union #358 and former President of the Middlesex County Building Trades.

T.R.E.E., Inc. was highlighted in the 1987 Annual Report of the Greater Raritan Private Industry Council, Inc. (PIC) as their spotligh program, and more recently, was showcased in Chicago at the 2nd Annual Tradeswoman Conference.

Presently, the Board of Trustees of T.R.E.E., Inc. is comprised of Mr. James Callahan, Chairman; Mr. Joseph Glabb, Business Manager, Tapers, Local Union #1976; Mr. Thomas Sperling, Business Manager, Plumbers and Pipefitters, Local Union #9 and Mr. Peter Martiak, Director of T.R.E.E., I.B.E.W., Local Union #358.

In addition, special efforts to encourage women to enroll and successfully complete pre-apprenticeship training is provided through the Middlesex County Vocational and Technical Schools, Dr. J. Henry Zanzalari, Superintnedent, with a grant funded through the New Jersey Department of Education, Division of Vocational Education, under P.L. 98-524, the Carl D. Perkins Act. This initiative combined with the unique training offered by T.R.E.E. has resulted in women entering apprenticeable occupations and apprenticeship training.

T.R.E.E. serves men and women in New Jersey in cooperation with JTPA Service Delivery Areas. Trainees select one of four training sessions: Electrical, Plumbing, Taping or Painting. Trainees receive eight weeks of hands-on training by experienced, journeymen instructors.

At this time, I would like to continue to reflect on the nontraditional training opportunity that I experienced through the T.R.E.E. program.

During the summer of 1986, I began to take steps to change my life. Returning to the welfare office had inspired me to seriously think about my future plans. An advertisement for T.R.E.E. trainees in the Electrical Program seemed different, intriguing and possibly financially rewarding, so I responded to the ad with a phone call and an appointment.

The personnel at T.R.E.E. informed me of the program's goals, objectives, support services, job placement assistance and the opportunity of entering a union. The potential of becoming economically self-sufficient was there. Since I was on AFDC, I was able to get JTPA certification.

I began pre-apprenticeship training in the Electrical Program at the end of August 1986. The first week of training showed me that this program was right for me. T.R.E.E. gave me a taste of both worlds-- a chance to work with the tools on the job...a chance to get into the theory.

The program was never drab, dull or boring. I still can recall my instructor saying, "You're not going to be sitting in the classroom." The second or third day of training I can remember using a forty foot, wooden extension ladder...and that means carrying it, putting it up and climbing to the top to check out a pole. Now that stands out in my mind, since I hadn't even seen a forty foot, wooden extension ladder before that day.

Training over eight weeks went by quickly as we performed hands-on occupational tasks for non-profit organizations in Middlesex County. I was exposed to training in basic house wiring, including 3 way-switches, single pole switches, recepticles and proper circuiting/correct wiring sizing and bending pipe and methods of trouble shooting to detect and correct problems in a system.

Upon training completion, the director discussed with me the options that now were available. After some serious thinking and decision-making, I decided to follow his advice by filling out an application with Pro-Electric Company. I was interviewed on Monday and was told on Friday to report to work 8:00 a.m. on Monday morning. That was November of 1986. I worked to the best of my ability to prove that I could do a job that has traditionally been reserved for men.

Pro-Electric Company was pleased with my work performance, and in 1987 they sponsored me into I.B.E.W., Local Union #262. I attended the apprenticeship training program through the Joint Apprenticeship Training Committee. In May of this year, I completed my apprenticeship training and was first in my class. I am now a C. Classified Electrician.

Since the time I started working for Pro-Electric, I've had steady work as a jobber. I've worked in a church, sixty-five feet in the air; at retail stores with two hundred seventy-seven volt lighing; in bucket trucks , fifty feet in the air doing outside parking lot lighting and on various job sites in little,crawl spaces beneath the ground.

When I began working for Pro-Electric in 1986, I was earning $6.00 per hour. I am proud to say that under our new contract I will soon be earning more than $15.00 per hour. My benefits include Blue Cross/Blue Shield, Major Medical, dental, eye glasses and a pension plan.

Being a tradeswoman intrigues and excites me. Nontraditional employment for women can provide financial independence, strenght and greater self-esteem for women who are competitive, welcome a challenge and leave their fears behind them.

Programs such as T.R.E.E. provide women with positive thinking. If it wasn't for T.R.E.E., it would not have occurred to me that I could get involved in a nontraditional occupation. I feel capable competing with men, and T.R.E.E. gave me that confidence.

I have not found any major harassment problems on the jobs because I don't look for trouble. I dress accordingly. I even work harder than most of the men.

In closing, I would like to thank the Labor Committee for inviting me to speak today. I feel that your interest in knowing my background, my training route and my accomplishments may open the door to women in the United States who are interested in nontraditional training and higher paying jobs in the trades.

My final, personal remark to you about my tradeswoman experiences is simply this: I love my job-- It's my passion.

T. R. E. E.

(TRAINING, RECRUITING, EDUCATING AND EMPLOYING, INC.)

IN COOPERATION WITH

MIDDLESEX COUNTY VOCATIONAL-TECHNICAL SCHOOLS:

FEMALE RECRUITMENT INTO PRE-APPRENTICEABLE OCCUPATIONS

PROGRAM DESCRIPTION

- INITIATED IN 1978 WITH THE COOPERATION OF MIDDLESEX COUNTY BUILDING TRADES
- PROVIDES 8 WEEKS "HANDS-ON" PRE-APPRENTICESHIP TRAINING
- GIVES MEN AND WOMEN AN OPPORTUNITY TO PURSUE A TRADE
- PROVIDES WOMEN WITH SUPPORT SERVICES TO ENCOURAGE PARTICIPATION IN PRE-APPRENTICESHIP TRAINING
- SERVES MEN AND WOMEN IN NEW JERSEY IN COOPERATION WITH JTPA (JOB TRAINING PARTNERSHIP ACT) SERVICE DELIVERY AREAS

T. R. E. E.

AND

FEMALE RECRUITMENT INTO PRE-APPRENTICEABLE OCCUPATIONS *

PROGRAM GOALS

- NETWORK WITH EDUCATION, LABOR UNIONS AND INDUSTRY
- ELIMINATE SEX BIAS IN PRE-APPRENTICESHIP TRAINING
- OVERCOME SEX-ROLE STEREOTYPING IN VOCATIONAL EDUCATION
- INCREASE ENROLLMENT OF WOMEN IN PRE-APPRENTICESHIP AND NONTRADITIONAL TRAINING PROGRAMS
- INCREASE PARTICIPATION OF WOMEN IN THE TRADES

*FEMALE RECRUITMENT INTO PRE-APPRENTICEABLE OCCUPATIONS is conducted pursuant to a contract from the New Jersey State Department of Education, Division of Vocational Education and is funded under P. L. 98-524, the Carl D. Perkins Act.

T. R. E. E.

AND

FEMALE RECRUITMENT INTO PRE-APPRENTICEABLE OCCUPATIONS

PROGRAM OBJECTIVES

- TO INCREASE AWARENESS OF TRAINING AND EMPLOYMENT OPPORTUNITIES FOR WOMEN IN AREAS CONSIDERED NONTRADITIONAL FOR THEIR GENDER
- TO INCREASE ENROLLMENT OF WOMEN INTO PRE-APPRENTICESHIP TRAINING IN THE BUILDING TRADES OFFERED BY PROJECT T. R. E. E.
- TO PROVIDE WOMEN WITH SUPPORT SERVICES TO ENSURE ACCESS TO AND SUCCESSFUL COMPLETION OF PRE-APPRENTICESHIP TRAINING
- TO PROVIDE WOMEN WITH A LINKAGE TO MIDDLESEX COUNTY VOCATIONAL-TECHNICAL SCHOOLS FOR LITERACY, REMEDIATION OR BASIC SKILLS, WHEN NECESSARY
- TO PROVIDE WOMEN WITH PLACEMENT ASSISTANCE IN HIGHER PAYING JOBS UPON TRAINING COMPLETION
- TO PROVIDE WOMEN WITH AN OPPORTUNITY TO PURSUE APPRENTICESHIP TRAINING

T. R. E. E. C U R R I C U L U M

ELECTRICAL
****

PLUMBING
****

DRYWALL TAPING/FINISHING
****

PAINTING
****

- TRAINEES CHOOSE ONE PRE-APPRENTICESHIP TRAINING SESSION
- TRAINING SESSIONS ARE CONDUCTED BY EXPERIENCED-JOURNEYMEN INSTRUCTORS
- SESSIONS CONSIST OF EIGHT WEEKS OF "HANDS-ON" TRAINING
- TRAINING SESSIONS INCLUDE ONE WEEK OF ORIENTATION
- TRAINEES PRACTICE OCCUPATIONAL PREPARATION TASKS ON THE TRAINING SITE AND AT SPECIFIC LOCATIONS OF NON-PROFIT ORGANIZATIONS

T. R. E. E. CURRICULUM

ELECTRICAL ********** PLUMBING ********** DRYWALL TAPING/FINISHING ********** PAINTING **********

ORIENTATION

- ACQUAINTS THE TRAINEE WITH PROCEDURES AND REGULATIONS OF THE T. R. E. E. PROGRAM
- ASSESSES THE TRAINEE'S MATH AND READING ABILITIES
- PROVIDES INSTRUCTION OR VISUAL INSPECTION OF TOOLS/MATERIALS
- ALERTS THE TRAINEE OF REQUIRED SAFETY REQUIREMENTS
- ENCOURAGES OCCUPATIONAL SKILLS DEVELOPMENT
- EXPOSES THE TRAINEE TO A TRADES ENVIRONMENT

T. R. E. E. C U R R I C U L U M

ELECTRICAL: EXPOSURE TO TRAINING IN BASIC HOUSE WIRING, INCLUDING 3 WAY-SWITCHES, SINGLE POLE SWITCHES, RECEPTICLES AND PROPER CIRCUITING/CORRECT WIRING SIZING, AND METHODS OF TROUBLE-SHOOTING TO DETECT AND CORRECT PROBLEMS IN A SYSTEM.

PLUMBING: EXPOSURE TO TRAINING IN P.V.C. IN VENTING AND DRAINING, METHOD USE IN SWEATING OF COPPER TUBING, INSTALLATION OF FIXTURES, AND INSTALLATION OF PIPING AND VENTING SYSTEMS.

TAPING: EXPOSURE TO TRAINING FOR PREPARATION OF WALLS AND CEILINGS, PROPER USE OF SCREW GUNS FOR SHEET ROCK INSTALLATION, PROPER METHOD TO TAPE AND APPLY COMPOUND, AND PROPER SANDING PROCEDURES.

PAINTING: EXPOSURE TO TRAINING IN OUTSIDE AND INSIDE PAINTING, BUILDING AND WALL/CEILING PREPARATION, SANDING TECHNIQUES, PROPER USE AND APPLICATION OF PAINT, VARNISH AND STAIN, AND PROPER USE OF SPRAY GUN.

T. R. E. E.

AND

FEMALE RECRUITMENT INTO PRE-APPRENTICEABLE OCCUPATIONS

PROFILE OF SUCCESS

ANN FREEMAN

- WORKED IN CONSTRUCTION TRADES FOR 11 YEARS
- STARTED AS A LABORER IN 1978
- INITIATED IN 1979 INTO DRYWALL TAPERS AND FINISHING, LOCAL UNION, 1976, AFL-CIO
- BECAME FIRST WOMAN INSTRUCTOR IN 1986 FOR PROJECT T. R. E. E.
- VOTED TRUSTEE AND RECORDING SECRETARY OF LOCAL UNION 1976
- ATTENDS RUTGER'S UNIVERSITY IN THE EVENING FOR LABOR LAW

"As a woman who has worked in the construction industry for over ten years, I understand how important it is to have people behind you. T. R. E. E., Inc. are the people behind the trainees who are helping to secure employment for women in a trade."

--Ann Freeman

T. R. E. E.

AND

FEMALE RECRUITMENT INTO PRE-APPRENTICEABLE OCCUPATIONS

PROFILE OF SUCCESS

ROSANNE CARSON

- EXPERIENCED PRE-APPRENTICESHIP TRAINING IN ELECTRICAL PROGRAM THROUGH T. R. E. E., INC. IN 1986
- RECEIVED JOB PLACEMENT ASSISTANCE THROUGH T. R. E. E., INC. IN 1986
- EMPLOYED BY PRO-ELECTRIC CO., INC. IN MIDDLESEX, NEW JERSEY IN 1986
- RECEIVED SPONSORSHIP THROUGH PRO-ELECTRIC CO. TO I. B. E. W. #262 IN 1987
- ATTENDED RESIDENTIAL PROGRAM OF I. B. E. W. #262 AND RECENTLY COMPLETED TRAINING; WAS "BEST IN THE CLASS"

"Everybody always says to me, 'Do you get any problems on the job?' I work really hard, and I get respect."

"T. R. E. E. gave me a taste of both worlds-- a chance to work with tools on the job... a chance to get into the theory."

--Rosanne Carson

Senator METZENBAUM. Desta, we will be happy to hear from you.

Ms. DAGGETT. Good morning. I am Desta Daggett, a repair technician at the C&P Telephone Company in Washington, D.C. I am here this morning to add my support to passage of the Nontraditional Employment for Women Act. As a woman whose training for a technical job was made possible through Job Training Partnership Act funding, I know just how important this training is for women interested in nontraditional opportunities. And I know that women are needed in these fields and will not succeed without adequate training.

Since childhood I have been interested in technical things. When I was younger I did not realize they were nontraditional. By the time I was 12, I aspired to be an engineer or physicist. My grades were excellent, but a number of barriers stood in my way.

Around that same time my father became unemployed. My mother was from Egypt and was neither trained for employment or prepared to be economically independent. Our family depended upon public assistance, medical assistance, and food stamps to make it week to week. I was the oldest of four daughters. Our Government assistance could not cover all of our needs, and often we lived uncertain about where meals, clothes, and basics would come from.

Our public school's free lunch program was a godsend. I was determined to gain more stability in my own life, as were all of my sisters. We excelled in our classes and in school sports to bring us a sense of self-esteem and self-worth. But the instability and hardship at home was discouraging. I knew I had to find my own way and that my parents could not help. By the time I graduated from high school, I had pieced together partial scholarships and grants to enroll at Howard University.

I did not realize the extent of what my financial needs would be. The funds I received were for tuition, books, and board. But I lacked money for food, clothing, and other necessities. This made it impossible to study, and I was unable to remain at Howard and could not go back home. I was devastated.

Fortunately, two Howard faculty members pointed me in a different direction. One recommended that I set my college plans aside at least temporarily and complete a short-term training program so that I could become economically independent and gain marketable skills. Another provided me a place to live, offering me my first stable home environment. I felt encouraged. The counselor at Howard directed me to Wider Opportunities for Women, which was operating an electromechanics training program funded by JTPA. For me, this was a real step toward my goals.

At WOW I was trained in electromechanics, prepared for employer tests, prepped for interviews, and participated in two internships. An instructor at WOW helped me as a mentor to see my potential. Through WOW I got my first job paying $13,000 a year at C&P Telephone, beginning as a repair technician. I was able to pass the test at C&P because of my WOW training. That was in September of 1984. I am currently earning $30,000 as a repair technician at C&P Telephone. I am a member of the Communication Workers of America, and I am afforded a benefits package which

includes health insurance, continuing education assistance, and maternity leave.

As a repair technician, I maintain customer service, fix wiring, troubleshoot using test equipment, market new products and resolve problems. I am the only female on my crew. As my supervisor says, women in nontraditional jobs at C&P have filled those jobs capably. The company needs more skilled women.

WOW was unable to keep its electromechanics training program funded under JTPA. The costs of the training were seen as too high and WOW had to seek substantial foundation resources to subsidize that training. Subsequently, the program ended in 1987. This is unfortunate, because it was a direct link between women in the city and technical employers.

For me, the future is filled with potential. I am slowly expanding my training. I have plans to take computer programming, Arabic and Japanese. My goal is to move into technical marketing or engineering. My financial independence and personal security are now solid and my immediate focus is on promotion and planning for my future.

Not every woman interested in a nontraditional or technical career has the economic support to pay for training. As I understand, there are less than 50 JTPA programs across the country designed to prepare women for any kind of nontraditional employment. Yet for the benefit of employers and for the benefit of women interested in good pay and economic independence, these programs are a critical resource. I urge you to pass the Nontraditional Employment for Women Act to guarantee opportunities for the women who need them. These programs make trained women credible to the business world. I thank you for the chance to communicate with you this morning.

[The prepared statement of Ms. Daggett follows:]

PREPARED STATEMENT OF DESTA DAGGETT

I am Desta Daggett, a Repair Technician at C&P Telephone Company in Washington, D.C. I am here this morning to add my support to passage of the Nontraditional Employment Act for Women Act. As a woman whose training for a nontraditional, technical job was made possible through JTPA funding, I know just how important this training is for women interested in nontraditional work. And I know that women are needed in these fields and won't succeed without adequate training.

I was always interested in nontraditional and technical things. As a small girl, I didn't know they were nontraditional. In high school, I dreamed of being an engineer or a physicist. My grades were good, but a number of barriers stood in my way.

From the time that I was twelve, my father was unemployed. My mother was from Egypt and was neither trained for employment or prepared to be economically independent. Our family depended upon public assistance, medical assistance, and food stamps to make it week to week. I was the oldest of four daughters. Often, our government assistance did not cover our needs and we lived fearfully not knowing where money for meals, clothes, and basics were coming from. Our school's free lunch program was a godsend. I was determined to gain more stability in my own life -- as were all of my sisters. We excelled in our classes and in school sports to bring us a sense of self esteem and self worth.

But the instability and fear at home was intense. I knew I had to make it on my own and that my parents couldn't help.

When I graduated from high school, I pieced together partial scholarships and enrolled at Howard University, but the financial aid package was designed for students with financial and emotional support at home. I lacked money for food, for clothing, and for other basics of school life. I began having difficulties with my grades, was scrambling to keep alive, and was unable to remain at Howard.

Fortunately, two Howard faculty members pointed me in a different direction. One recommended that I set my college plans aside, at least temporarily, and complete a shorter term training program so that I could become economically independent and create my own financial stability. Another gave me a place to stay so that I could get on my feet. I was devastated.

The counselor at Howard directed me to Wider Opportunities for Women, which was operating an electromechanics training program funded by JTPA. For me, it was a life saver. I got emotional support, skill-building, help in preparing for employer tests, assistance in preparing for a job search, and internship experiences. An instructor at WOW helped me see that I <u>did</u> have skills and my dreams for technical employment could be realized. While still at WOW, I filled out applications for jobs, tested,

and got a first job paying $13,000 a year at C&P Telephone as a beginning repair technician. I was able to pass the tests at C&P because of my WOW training. That was in September of 1984.

Today, I continue in repair technician work with C&P, earning $30,000 a year. I am a member of the Communications Workers of America and work with an excellent benefits package-- including pregnancy leave, good health benefits, and tuition assistance for further education and training. I've been taking courses and improving my skills each step of the way.

As a repair technician, I service customer telephones, making repairs, reloading equipment, marketing new products, and solving problems. I am the only female on my crew. The women working in my field at C&P have generally excelled at the work. My supervisor would like to have more skilled women ready to fill our jobs. But WOW was unable to keep its electromechanics training program going with JTPA funds. The costs of the training were seen as too high, and WOW had to seek substantial foundation resources to subsidize the training. That WOW training program ended in 1987. It's a shame because C&P -- and other area companies -- need well trained women to fill the increasing number of entry level technical jobs in the Washington Metro area.

For me, the future is filled with potential. I am slowly

gaining further training and have plans to take computer programming and Arabic and Japanese. My goal is to gain the skills to move into technical marketing -- or even, perhaps, to pursue my original dream of engineering. My goals of financial independence and personal security have been reached. Now my focus is on doing a good job in the present and planning for my future.

Not every woman interested in nontraditional or technical careers has a WOW to turn to. And not every woman interested in technical jobs has the economic support to pay for training. Still fewer women know about technical and nontraditional employment options. As I understand, there are less than 50 JTPA programs across the country designed to prepare women for any kind of nontraditional employment. Yet for the benefit of employers -- and for the benefit of women interested in good pay and economic independence -- such training is critical.

I urge you to pass the Nontraditional Employment for Women Act to expand opportunities for women who need them. And I thank you for the chance to communicate with you about the Act this morning.

Senator METZENBAUM. I thank both of you for your testimony. Your testimony is reassuring to those of us in Government. We fashion programs. We write the language. We fight for their passage, and we are always concerned as to whether these programs really have any impact. I think you are proof positive of the kind of impact that the programs do have.

Have you noticed any increase in the number of women working in nontraditional jobs, both in the electrical industry as well as the telephone industry?

Ms. CARSON. Well, I am in IBEW Local 262. There are almost 300 members, and there are only two women. When I got into the program, there was one woman member already. Now there are only two of us. As far as I know, they just had apprenticeship acceptance in January, and I do not believe any other women were accepted.

Senator METZENBAUM. I was very impressed with the portion of your testimony in which you talked about the various union representatives that have been involved in the training program in which you participated and which made it possible for you to enter the economic mainstream. Has that involvement continued, and if it has, how do you account for the fact that more women have not come into the field?

Ms. CARSON. The TREE program offers courses in taping, electrical, plumbing, and painting. All the instructors are business agents, journeymen, or union members. As far as why I think other women are not getting involved, I do not think there is the exposure there should be. I happened to stumble upon the program when I saw in an ad in the newspaper and I just responded because it sounded intriguing.

But a lot of women do not even know that these programs exist. If it were made more public, you would probably have a greater response from the general population.

Senator METZENBAUM. Desta, what is the situation at the C&P Telephone Company? Are there other women coming in and doing nontraditional work?

Ms. DAGGETT. At C&P Telephone, I have noticed that there are many women who would like the chance, especially if they are in traditional jobs such as telephone operators. They would like a promotion and the chance to have a competitive salary such as what I earn as a technician. There are many vacancies right now that are not filled and are just waiting for women who are qualified. Even at the entry level.

I am confronted daily by women who would like to know what step they could take to make the transition from their current positions to the technical field.

Senator METZENBAUM. And do you tell them?

Ms. DAGGETT. Yes. I would like to recommend the electromechanics training program that I had at WOW, but since that program is no longer in existence, I can just make a referral and basically show them the layout, the format or the steps that I took.

Senator METZENBAUM. Your union, CWA, is certainly one of our great unions. CWA just had a major contractual achievement that I think will become the pattern for many other unions, union contracts. Has CWA been helpful and supportive?

Ms. DAGGETT. In?

Senator METZENBAUM. In your own effort to get where you are and being willing and able to help other women to go into nontraditional fields?

Ms. DAGGETT. Well, at C&P Telephone, I do not think that the barriers are there. This may be attributed to the fact that women who currently hold these positions do so well that we are considered assets. If C&P needs technicians, they do not hesitate to hire women. They do not have a preference for male versus female. In my position I rate outstanding, and in comparison to some of the guys, I can do two or three times as well as they can by the standards that we are evaluated by.

The union, I am sure, over the years——

Senator METZENBAUM. You do two or three times as well as some of the guys?

Ms. DAGGETT. Yes.

Senator METZENBAUM. That is the way to lose friends. [Laughter.]

Ms. DAGGETT. They are not really resentful. I am more like a leader in my group. It kind of motivates others to do a little better, I guess, in a subtle way. I think that in the past, the union had provisions to require a certain number of women. As I said, there is a dire need for women.

And you know, they cannot just find women on the street and say, "I understand you are a bank teller or you are a typist now, but you could be a technician." If they are not prepared, then chances are they will not last in the field. When we are skilled and trained, that is our best defense, and our best defense is our offense.

We have the aptitude. We are not intimidated. We do not feel this is a man's world and that we will not last.

Senator METZENBAUM. Have you started taking any courses in Japanese or Arabic yet?

Ms. DAGGETT. No, unfortunately the courses that C&P will pay for don't include language courses. They do not see that as relevant to my present position. So I will have to fend for myself on that.

Senator METZENBAUM. Both of your testimonies are very much appreciated. It is quite reassuring and encouraging that we are on the right track. Thank you very much.

Senator METZENBAUM. Our next witness is Patricia McNeil, Administrator, Office of Strategic Planning and Policy Development of the Employment and Training Administration of the U.S. Department of Labor. Patricia, with that full title I am expecting a lot of you. That is about as long a title of anybody I have introduced this year. We are happy to have you with us.

20-103 0 - 89 - 4

STATEMENTS OF PATRICIA MCNEIL, ADMINISTRATOR, OFFICE OF STRATEGIC PLANNING AND POLICY DEVELOPMENT, EMPLOYMENT AND TRAINING ADMINISTRATION, U.S. DEPARTMENT OF LABOR, WASHINGTON, DC, ACCOMPANIED BY ROBERTA MCKAY, CHIEF, OFFICE OF PROGRAMS AND TECHNICAL ASSISTANCE, WOMEN'S BUREAU

Ms. MCNEIL. Thank you very much. I am delighted to be here, Mr. Chairman. Oftentimes when I am introduced and I have to give this title myself, people sort of look at me askance, and I know they do not believe that the Federal Government does any strategic planning at all, so they cannot believe that I actually have this title.

I am delighted to have the opportunity to appear before you today to present the Administration's views on S. 975, the Nontraditional Employment for Women Act. I am accompanied today by Roberta McKay who is Chief of the Office of Programs and Technical Assistance of the Women's Bureau.

What I would like to do is summarize my statement if I could and have the full text placed in the record.

Senator METZENBAUM. The entire statement will be included in the record, and we are very happy to have you with us.

Ms. MCNEIL. My statement updates the Department's 1987 testimony before the Subcommittee on Labor relating to nontraditional employment of women. To summarize that testimony briefly, I think it is important to say that women have made some, and I underline some, progress in entering the managerial and professional occupations over the past 10 years. I was telling Rosanne before I came up here to testify that when I first came to Washington 26 years ago and came to the Hill looking for a job, fresh with my B.A. in political science, I was asked if I could type and take shorthand. And in fact, in order to get my first raise, I had to take a shorthand course. It took me about six years to work my way up from secretary to a staff assistant position.

So I think we have made some strides in some areas since that time. For example, women lawyers and judges were rare in 1970, 14,000 nationwide, or less than five percent of the total. By 1988, they were ten times this number, representing 19.3 percent of the total. Similarly, employment for architects has doubled in the last ten years to 143,000, and women's share of employment in this field has increased from 5.5 percent to 14.6 percent.

I mention that field in particular because I think I am trying to make a small contribution to nontraditional employment for women. My daughter Allison, who is going to be graduating from T.C. Williams High School in Alexandria next week, is one of a hundred students who has been accepted in the School of Architecture at the University of Virginia, and she will be starting there in the fall.

Women have, however, not made similar progress in the skilled trades. While the number of women in many of these jobs has actually increased, the percentage of employment has changed little over the past 5 years. For many years the Department of Labor has funded research and demonstration projects aimed at developing

the best practices to train and place women in nontraditional jobs, particularly in the construction trades.

My written testimony includes a list of these projects. One of them, the Targeted Outreach Program operated by PREP, Incorporated, I believe you are going to hear a little bit more about from one of the witnesses later in the morning. My full testimony also describes what we have learned from these projects with regard to how to run a successful program in assisting women to enter nontraditional jobs.

As I say, we have undertaken a number of activities at the Department to try to promote both women's employment and the use of nontraditional training in our job training programs. Most recently, over the Memorial Day weekend, the Bureau of Apprenticeship and Training and the Women's Bureau jointly sponsored a conference on women in the skilled trades that brought together 600 tradeswomen from 48 States. Roberta attended this highly successful conference and can provide you with more details on the agenda and outcomes.

Mr. Chairman, what I would like to spend the majority of my time discussing this morning are the Administration's views on yours and Senator Hatch's bill, S. 975. First, let me say that you and Senator Hatch and your cosponsors are certainly to be commended for your efforts to constructively address this important issue of trying to train and place women in jobs which will enhance their earnings and self-sufficiency.

As we have heard from the witnesses, there is nothing more satisfying than seeing a program that we are involved in actually have some payoff. Yet we know it is a struggle to get these programs up and operating and to get large numbers of women participating in them.

As you suggested in your opening remarks and in your letter of invitation, we have had several very fruitful discussions with your staff and the staffs of Senator Hatch and Senator Kassebaum, while this legislation was being developed. I want to emphasize that we are in agreement with the general approach of this bill. We are particularly supportive of the bill's intent to facilitate coordination between JTPA and activities offered through the Perkins Vocational Education Act and other sources.

We are also pleased to see the emphasis that the bill places on state-based dissemination of information and technical assistance. This was a recommendation of the JTPA Advisory Committee, and it will be reflected in the JTPA proposals that we hope to send to the Hill next week.

Senator METZENBAUM. Would you repeat that again?

Ms. MCNEIL. Yes. The State-based technical assistance emphasis and dissemination of best practices that you have in your bill, we think is very important. I think as the witnesses said, oftentimes information on how best to do these programs and how to get people into them is not widely disseminated. I think the emphasis in your bill on this aspect is going to be very important. It was a recommendation of our JTPA Advisory Committee, and we are going to include in our proposed JTPA amendments something to address this point.

Senator METZENBAUM. You can take a couple minutes more.

Ms. MCNEIL. Yes, thank you. I have to say honestly that we do have some reservations about the reporting requirements placed on service delivery areas in the legislation and about some of the language in the bill relating to the proposed demonstrations.

Our major concern with regard to the demonstration program is the specific set-aside of $1.5 million of Title IV-D funds in each of fiscal years 1990 through 1993. Truthfully, we believe the requirement of a specific set-aside is unnecessary and unwise. I understand the appeal of a specific set-aside. This is an important issue, one that deserves attention. We have devoted a considerable amount of resources at the Department and we do each year to address this issue.

However, as I think you can also appreciate, we get a number of requests from a number of groups with very worthy causes to have set-asides in our research program for, as I say, very worthy causes, very worthy objectives. We have restricted resources in our research budget. We try each year to design a program of research that is going to be responsive to the changing needs of the workplace and the work force, as well as to the needs of Congress and the Administration.

As I say, we have and will continue to invest substantial resources in this area. We do oppose a specific set-aside of money for this purpose. With regard to the demonstration itself, I believe that we could undertake this demonstration under our existing authority in JTPA. I do have some suggestions that I would like to share with you and your staff as to how I think such a demonstration might be improved. This concludes my prepared remarks, and I will be happy to answer any questions that you have.

Senator METZENBAUM. Thank you very much. I would say that you bear the longest title and have spent more time on opposing the smallest amount of money that I have heard discussed about in the United States Congress, $1.5 million a year. We had a bill on the Senate floor the other day for a $239 billion bail out of the savings and loan industry. I think of that as compared to $1.5 million, and I say it is an unreal world in which we operate here in Washington. We emphasize the most minor things, and the biggest of things we are gung-ho to get passed, such as the bail out of the savings and loan industry, which has been so ripped off by so many executives in that industry.

Still, I do appreciate the fact that we have been able to work constructively with the Department of Labor on this bill. I recognize that we may not be able to agree on each specific, but I am glad that you are on board on the overall thrust of the legislation. In my opinion, the $6 million set-aside is not worthy of the time for the Labor Department to oppose. We are talking about improving services to women who are over 50 percent of the population served by the Job Training Partnership Act. I think that anything we can do we should do, and I am not worried about it being a precedent or anything of the kind.

If it is the right thing to do, let us do it, and let us quit worrying about it. This is not like a set-aside for a discrete group that comprises only a small percentage of the JTPA population. We are talking about half the people, maybe a fraction over half the people. And I would just say that this is not enough reason for us

to get into a hassle. I suggest the Labor Department reevaluate its position and let us put this show on the road.

Do you think that local service delivery areas have the ability at this point to develop successful programs to train women for nontraditional work, and frankly, would not the demonstration programs assist them in developing that capacity?

Ms. MCNEIL. I am not sure that they have the capacity right now. But I think certainly under current law, any service delivery area in the United States could be mounting these programs. I should make it clear that right now, every year, we are investing about $1.5 million already in programs to promote nontraditional training for women and minorities. We are making that commitment right now.

I do think that there could be some changes in JTPA that would facilitate the mounting of these programs, and I think that some of the amendments which we will be sending to Congress in the next couple of weeks will do this. We have had criticism that the performance standard system, for example, really discourages service delivery areas from mounting these kinds of programs. I think you are going to see some recommendations for changes in performance standards that will take away some of this criticism.

One change we are going to propose, for example, concerns the current standard set for each area as to how much they can spend to run programs under JTPA. It sort of caused a perverse incentive with some service delivery areas. They began to try to beat the cost standard and run cheaper and cheaper programs. Some of the programs that we are talking about here are more expensive to mount and operate. We are going to recommend in our JTPA proposal that governors be prohibited from awarding incentive dollars based on beating a cost standard.

Those kinds of things, and the emphasis that we are going to be placing on competency-based training in JTPA through our new amendments, will really offer a strong incentive to local areas to mount these kinds of programs, which often do have competency components as part of their design.

Senator METZENBAUM. My staff tells me that the Job Training Partnership Act already includes language to encourage efforts to break down sex stereotyping. Yet this has not occurred. Therefore, your amendments may be helpful, but certainly this area in particular still needs attention.

Ms. MCNEIL. Yes, I would agree.

Senator METZENBAUM. Let me say, Ms. McNeil, that I am very grateful to you for your testimony. I also am very happy to have your colleague here. I am sorry, I did not get your name.

Ms. MCKAY. Roberta McKay.

Senator METZENBAUM. Roberta?

Ms. MCKAY. McKay.

Senator METZENBAUM. McKay. We are very grateful to have both of you here. As I sit here, I am thinking to myself, what a fantastic opportunity that the dynamic Secretary of Labor, Elizabeth Dole, has as far as this issue is concerned. What an opportunity presents itself here. I would hope that she would go forward with the challenge of really doing more, and providing leadership to open the doors for women in nontraditional areas.

We can write the bills. We can pass the legislation. But one person who is dedicated, determined, and has the opportunity to be heard and to speak out in public, and meet with various business and labor groups—Secretary Dole has a great opportunity to be the person who caused more openings in nontraditional work areas than has ever before been accomplished. I urge you to prevail upon her to provide that leadership. She has the ability. She has the dynamism. Now I hope she has the will. Thank you very much.

Ms. MCNEIL. I think it is a challenge that she would be eager to accept and I thank you.

Senator METZENBAUM. Thank you.

[The prepared statement of Ms. McNeil follows:]

PREPARED STATEMENT OF PATRICIA W. McNEIL

Mr. Chairman and Members of the Committee:

I appreciate the opportunity to appear before you today to present the Department of Labor's views on S. 975, the Nontraditional Employment for Women Act. I am accompanied by Roberta McKay, Chief of the Office of Programs and Technical Assistance of the Women's Bureau.

We commend the Committee for its continuing interest in the employment of women in nontraditional jobs. This is a subject to which the Department of Labor has devoted considerable attention and resources in recent years. Since the 1970's, both the Women's Bureau and the Employment and Training Administration have been actively pursuing ways to encourage the employment of women in higher skilled and higher paying occupations.

Let me begin by making a few general comments about women in the workforce. Today most women work. They comprise 45 percent of the total labor force. Between now and the turn of the century, women's labor force participation is expected to increase. As they have since the 1960's, women are expected to represent about three of every five new workforce entrants

between now and the year 2000.

Over the past several decades, women have made strides in obtaining employment in the higher skilled occupations. They have experienced increased representation in many professional and technical areas, including many which are expected to be "high-growth" occupations in the 1990's. Women have made the greatest advances in many jobs requiring post-secondary education or training. For example, in 1970 women were 34 percent of all managerial and professional specialty workers; by 1988 they were nearly 45 percent. Women were only 1.7 percent of engineers in 1970. Today they are 7.3 percent. In 1970 women were only 11 percent of engineering and science technicians (fewer than 100,000), but today nearly a quarter of a million, or 21 percent of these skilled workers are women. Women lawyers and judges were rare in 1970, at 14,000 nationwide or less than 5 percent of the total in these fields; by 1988 they were ten times this number, representing 19.5 percent of the total.

While much has been written about the relative progress women have made in entering many professional occupations, such as engineering, medicine, and the law, similar progress has not been made in the skilled trades. Women continue to be dramatically underrepresented in these occupations, and their position has changed little over the past five years. Women who do work in the high-paying skilled trades (about 8.5 percent) are concentrated in a relatively few factory occupations such as dressmakers and electronic assemblers.[1]

Because of the Department's and Congress's concern about reports of low numbers of female technicians and craft workers in the construction and aerospace industries, former Secretary of Labor Ann McLaughlin created a task force to examine female representation in these industries and whether there are impediments, overt or subtle, to the hiring or promoting of women. The task force is comprised of representatives of the Department's Office of Federal Contract Compliance Programs and the Solicitor's Office. The Women's Bureau and the Employment and Training Administration are acting in a consulting capacity to the task force. Currently, the task force is conducting compliance reviews of construction industry contractors, which should be completed in the next month. The Department will continue to keep the Committee informed of the activities and findings of the task force.

For many years, the Employment and Training Administration has funded research and demonstration projects aimed at promoting the employment of women in nontraditional jobs, particularly in the construction trades. Currently, under the Job Training Partnership Act, we are funding -- in some cases jointly with other agencies such as the Women's Bureau -- the following projects:

- The Targeted Outreach Program, is operated by PREP, Inc., in Cincinnati, San Francisco, and Long Island. I understand that a representative of PREP is testifying today, so I won't describe their program in detail.

Basically, the program recruits, refers and places disadvantaged minorities and women in apprenticeship programs in the skilled construction trades and other industries. Women have been placed in many nontraditional jobs including carpentry, plumbing, bricklaying, sheet metal work, welding electrical work and those in the machinists trades. Presently 60 percent of those being served by this program are females.

- The Construction Craft Skills Training Program operated by the Home Builders Institute trains and places economically disadvantaged young men and women in careers in the building industry. The occupational focus is on carpentry, electrical work, and building and apartment maintenance. The program has fifty projects in ten States.
- The Operating Engineers Training and Apprenticeship Program conducted by the International Union of Operating Engineers provides special training to women (especially welfare recipients) and other targeted groups leading to skilled employment in the heavy construction industry. The program operates at sites in 24 States.
- The Departments of Labor and Transportation have contracted with Research and Evaluation Associates, Inc. to develop a program guide for highway

construction employers on how to increase the number of women in skilled and semi-skilled highway construction crafts.

- The Women in the Building Trades Program operates in Boston. It introduces women to career opportunities available in the building trades, provides them with pre-apprenticeship training in those trades, and develops instructional materials and aids that will enable other programs to provide women with similar pre-apprenticeship training.
- A Philadelphia program seeks to involve young, inner city males and females in housing rehabilitation and other activities.

In addition to these projects, other ETA programs, including the Job Corps and the Bureau of Apprenticeship and Training (BAT) are involved in a number of activities that are designed to assist women's entry into nontraditional occupations. For example, BAT and the Women's Bureau jointly sponsored the Second Annual Tradeswomen Conference in Chicago over Memorial Day weekend. This meeting was very successful -- almost 600 tradeswomen and advocates from 48 States and several foreign countries attended. While the Conference examined the many aspects of women in the skilled trades, such as recruitment, retention, promotion and related social and legal barriers, perhaps the most important Conference outcome was the identification of specific tradeswomen from all 10 Federal

regions who will organize and develop a national network of tradeswomen.

Mr. Chairman, based on our years of experience in funding these programs, we believe successful skilled trades/nontraditional job training includes the following elements which may be provided under the present JTPA program and many of which will be encouraged by the Administration's JTPA Amendments:

- Good intake counseling that discusses and counsels women on the reality of the world of work in general, and the nontraditional job in particular;
- Ability and aptitude testing;
- Physical conditioning;
- Building self-confidence -- a woman must feel that she belongs in skilled trade occupations and the workplace;
- Job hunting techniques, which are significantly different from those used by women in traditional jobs; for example, nontraditional jobs may require knowing about union halls, or talking individually to small employers if the applicant is in a rural area;
- Basic math skills, particularly knowledge of fractions;
- Assertiveness training to cope with isolation and possible harassment on the job;
- Good job development and placement that is flexible enough to accommodate family responsibilities and child care needs after the individual has completed training;

and

- Coordination of support services, such as child care, financial services, etc.

One of the general program requirements of the Job Training Partnership Act is that efforts be made to develop programs which contribute to overcoming sex-stereotyping in occupations traditional for the other sex. A 1986 report on JTPA service to women authored by Katherine Solow and Gary Walker suggests that there is room for improvement in providing JTPA training to women in nontraditional occupations. The report cites restrictions on support services as a disincentive for undertaking nontraditional training, and suggests that service providers may view performance standards as discouraging more innovative training efforts.

The Department will soon transmit to the Congress draft legislation to amend JTPA. We will include several changes in our proposal that address the concerns raised in the Solow-Walker paper. These changes include incorporating basic skills attainment in performance standards, prohibiting incentive payments for "beating" the cost standard, and increasing the cost limit on supportive services. Together, these changes will encourage longer-term, more intensive training investments. Clearly, there are many difficulties to be surmounted in getting women into nontraditional occupations. JTPA, vocational education, BAT and other education and training programs can be useful vehicles for helping women compete for jobs in these

occupations. We will continue our efforts to promote such training through demonstrations and technical assistance. However, it would be unrealistic to expect these programs by themselves to turn around the occupational sex-stereotyping that exists in our society.

I would now like to offer the Department's views on S. 975, the "Nontraditional Employment for Women Act." The Chairman and other Committee members are to be commended for their concern about the problems of women in the workplace. As mentioned in your letter of invitation, we have had a number of fruitful discussions with Committee staff as the bill was being developed. We are in agreement with the general approach of the bill. We are supportive of the bill's intent to facilitate coordination between JTPA and activities offered through the Perkins Vocational Education Act and other sources. We are also pleased to see the emphasis that the bill places on State-based technical assistance. This is a recommendation of the JTPA Advisory Committee and will be reflected in the Administration's proposal to amend JTPA.

We have strong reservations about the reporting requirements placed on Service Delivery Areas and about the language in the bill relating to the proposed demonstration program for women in nontraditional employment. Our major concern with regard to the demonstration program is the specific set-aside of $1.5 million of Title IV-D for each of fiscal years 1990 through 1993. We believe that the requirement of a specific set-aside is

unnecessary and unwise. Over the years many groups have sought such set-asides. We continue to believe that a set-aside for one group or activity will lead to requests for set-asides for other groups and activities. To be candid, once a set-aside exists, it is difficult to alter or eliminate, even if the set-aside was enacted with a particular time frame in mind. Each year we design a research program to be responsive to emerging and continuing needs of the workforce and workplace and our training and employment programs, as well as to the agendas of Congress and the Administration. We have and will continue to make a substantial commitment of resources to the funding of projects which aim to increase employment of women in nontraditional employment.

The concepts suggested in the proposed demonstration are important and can be undertaken through the Department's current demonstration program efforts. Although we do not agree with the specific set-aside, we would have some suggestions on how such demonstrations could be made more effective. We would be pleased to work with the Committee in addressing these issues.

We believe that these concepts can make an important contribution to encouraging the training and employment of women in nontraditional occupations. The Administration's JTPA Amendments can help further these goals, and we look forward to working with you during the consideration of the omnibus JTPA amendments.

Mr. Chairman, this concludes my prepared remarks. At this time my colleague and I would be pleased to answer any questions that you or other Committee members may have.

Senator METZENBAUM. Our next panel includes Cynthia Marano, Executive Director, Wider Opportunities for Women, Inc., Washington, DC; Clark Street, Executive Vice President, Ohio Contractors Association, Columbus, OH—from my own State; Alicia Pelrine, Human Resources Group Director of the National Governors Association; and Esther Schaeffer, Senior Vice President for Policy, National Alliance of Business.

Ms. Marano, we are very happy to hear from you. You know our 5-minute rule. Please proceed. We are happy to have each of you with us.

STATEMENTS OF CYNTHIA MARANO, EXECUTIVE DIRECTOR, WIDER OPPORTUNITIES FOR WOMEN, INC., WASHINGTON, DC; CLARK STREET, EXECUTIVE VICE PRESIDENT, OHIO CONTRACTORS ASSOCIATION, COLUMBUS, OH; ALICIA PELRINE, HUMAN RESOURCES GROUP DIRECTOR, NATIONAL GOVERNORS ASSOCIATION, WASHINGTON, DC; AND ESTHER SCHAEFFER, SENIOR VICE PRESIDENT FOR POLICY, NATIONAL ALLIANCE OF BUSINESS, WASHINGTON, DC

Ms. MARANO. Good morning, Senator. I am Cynthia Marano, Executive Director of Wider Opportunities for Women, Inc., a nonprofit national women's organization which works to create systemic change in employment policies, programs and practices to ensure economic independence and equality of opportunity for women.

Since 1964 we have provided outreach career counseling, skills training, educational assistance, job development, and job placement to more than 8,000 women in the Washington metropolitan area. Since 1977, we have focused primarily on nontraditional occupations, including waste water treatment, engine mechanics, the construction trades, electromechanics, and building maintenance and repair. We also provide leadership to a national network of more than 450 community women's employment and training providers and advocates in 48 states, who serve more than 300,000 women each year.

I am particularly pleased to be here today to testify before you on S. 975. WOW applauds the initiative taken by Senators Metzenbaum, Hatch and other cosponsors of the bill, and we look forward to working with the Committee to gain support and passage of S. 975. I would like to summarize my testimony here this morning, but ask that my full statement be entered in the record.

As the Committee is well aware, one of the most alarming trends of the past decade has been the growing impoverishment of women and their families, also known as the feminization of poverty. 60 percent of all Americans, age 16 and over, who have incomes below the poverty level, are women. The poverty rate for families maintained by single women is 35 percent. And although female headed families comprise only 17 percent of all families, they represent more than half of America's families in poverty.

The feminization of poverty is not limited to women who are unemployed or who are recipients of welfare. Women face increased poverty in spite of increased employment. Over the past two decades, the United States has witnessed a tremendous and unprecedented influx of women into the paid work force. Between 1975 and

1984, however, women disproportionately entered the labor force in low-wage jobs. In a recent study, Dr. Diana Pearce of the Women and Poverty Project found that while 10 percent more women became workers, of this net increase, 60 percent entered as low-wage workers.

These statistics and the other data which appear in my testimony are reason enough for us to be seeking new strategies to improve women's economic status and rewards for work. I would like to take one minute to examine occupational segregation in high technology employment, because I think it is an area in which we were hopeful that occupational segregation would, in fact, disappear.

In 1984 WOW conducted a study of four high tech industries. Many of the firms reviewed were Federal contractors with affirmative action responsibilities. Most had a high growth profile. We found widespread occupational segregation, a lack of women and minorities in the highest paid and most responsible managerial, professional and technical positions, and a persistent wage gap in positions where males and females were employed.

This was very disappointing. In fact, a 1989 study just recently released by Dr. Barbara Bergmann found that high technology industries tend to be more segregated by gender than other industries. In computing occupations, for example, her research indicated that inroads women had made into the field at the beginning of the 1980's have been eroded. While men in the computing field work primarily as programmers and systems analysts, women are increasingly segregated in word processing and data entry.

If you look at the federally funded employment and training and vocational education programs, we have a real opportunity to do something about this problem. These systems can help reduce women's poverty by training and assisting women to gain employment in higher wage and nontraditional occupations.

Yet in publicly funded programs, sex segregation exists and persists, resulting in different training arrangements, different outcomes and different earnings for women. I think your charts really show us the extent of this problem. The Perkins Act of 1984 emphasizes the delivery of targeted voc ed services to women and girls, including a focus on eliminating sex bias and stereotyping in secondary and postsecondary education. We have found that this law has, in fact, improved things for women in nontraditional careers.

But changes are occurring slowly. Perkins monies flowing to train women in nontraditional occupations tend to be small grants, and most often are targeted to career exposure rather than to occupational training. And the need is enormous.

The picture is less promising under the Job Training Partnership Act. Current law encourages nontraditional training. Yet all studies conducted to this point have indicated that nontraditional training and placements have been the exception rather than the rule. JTPA does serve more females than males. But outcomes, training assignments and occupational targeting are less advantageous for women. Under JTPA, the majority of women participants continue to be placed in short-term classroom training leading to jobs in the traditionally female clerical and service sectors.

Few states or localities have funded or implemented special efforts to train and place women in nontraditional occupations. The exceptions which are in place point the way to what we should be looking for. Programs like Step-Up for Women in Vermont and New Hampshire, the Women's Technical Institute in Boston, MiCasa in Denver, PREP in Ohio and California, the Midwest Women's Center in Chicago, NEW in New York, and ANEW in Seattle, are but a few examples. But these programs are pioneers and most lack stable funding and systemic support.

They could be multiplied a hundred-fold in the JTPA system and their strategies could be institutionalized.

Senator METZENBAUM. Could you wind up, please?

Ms. MARANO. Sure. It is very critical that planning and goals like those you have set out in the NEW Act be implemented if we wish to see expanded nontraditional training for women. It is most important because a 1988 study of JTPA found that only one in 25 service delivery areas considered nontraditional programming to be a priority.

WOW applauds the introduction of the bill. You are supported by tradeswomen in programs across the country, and we hope to work closely with you to gain quality and equality training for women under the JTPA.

Senator METZENBAUM. Thank you very much. We appreciate the support of WOW. We appreciate your personal appearance here today, and look forward to working with you.

Ms. MARANO. Thank you, sir.

[The prepared statement of Ms. Marano follows:]

PREPARED STATEMENT OF CYNTHIA MARANO

I am Cynthia Marano, Executive Director of Wider Opportunities for Women (WOW), a non-profit national women's organization which works to create systemic change in employment policies, programs and practices to ensure economic independence and equality of opportunity for women. Since 1964, WOW has provided outreach, career counseling, skill training, educational assistance, job development and job placement to more than 8,000 women in the Washington, DC metropolitan area. Since 1977, WOW's training has focused on nontraditional occupations, including waste water treatment, engine mechanics, the construction trades, electromechanics, and building maintenance and repair. WOW also provides leadership to a national network of more than 450 community women's employment and training providers and advocates interested in expanding women's employment options. The Network covers 48 states and extends services to more than 300,000 women each year who seek to improve their employment opportunities and economic status. Approximately one-third of the programs in our Network are designed to assist women and girls gain access to nontraditional employment.

I am particularly pleased to be here today to testify before the Senate Labor Subcommittee on S.975, the Nontraditional Employment for Women Act (NEW). WOW applauds the initiative taken by Senators Metzenbaum, Hatch and other co-sponsors of this bill and looks forward to working with the Committee to gain

support for and passage of S.975. The NEW Act will be a significant step forward in efforts to reduce occupational segregation by sex, thereby increasing women's chances for economic independence. WOW sees this bill as a signal that Congress is committed to preparing women and girls for the workforce of the future and recognizes that nontraditional work is one critical strategy.

Female Poverty

As the Committee is well aware, one of the most alarming trends of the past decade has been the growing impoverishment of women and their families, also known as the "feminization of poverty." Sixty percent of all Americans age 16 and over who have incomes below the poverty level are women. The poverty rate for families maintained by single women is 35% -- almost six times the poverty rate for married couple families. And, although female-headed families comprise only 17% of all families, they represent more than half (51.5%) of America's families in poverty.

The feminization of poverty is not limited to women who are unemployed or recipients of welfare; women face increased poverty in spite of increased employment. Over the past two decades, the U.S. has witnessed a tremendous and unprecedented influx of women into the paid workforce. Between 1975 and 1984, however, women

disproportionately entered the labor force as low-wage workers. In a recent study, Dr. Diana Pearce of the Women and Poverty Project found that while 10% more women became workers, of this net increase, 60% entered as low-wage workers.

Single mothers with children less than six years old, both increased their employment most of any group and were the most likely to become low-wage workers. Four and a half million women employed in the American workforce did not earn enough to bring them out of poverty. In 1988, the Senate Budget Committee found that 43% of women in the labor force were employed in jobs that pay below poverty level wages for a family of four, compared with only 27% of men. Two-thirds of minimum wage earners are women. Contrary to the American ideology which promises that work is the path to economic security, for these working poor women, obtaining a job has not provided a route out of poverty. It is clear that <u>any</u> job is no longer the answer for women and their families in poverty.

<u>Occupational Segregation by Sex</u>

A primary reason so many working women are in poverty is that women continue to be segregated in female-dominated occupations with the lowest pay and most limited benefits. Currently, more than three-fourths of women workers are employed in clerical, service, retail sales, and factory operative jobs.

In comparison, nearly twice as many men as women hold executive, managerial and administrative jobs in the economy; nearly three times as many men as women own their businesses.

The heavy concentration of women in low-paying "women's jobs" contributes to a wide and persistent gap between the wages of women and men. Women earn only 65 cents for every dollar earned by men. When working full-time, women continue to earn less than men in every job category, including those in which women predominate. For example, men comprise less than 2% of all secretaries, stenographers and typists, yet the median weekly salary for men in this occupation is 11% higher than that of women.

The good news is that the wage gap narrows significantly when women work in jobs that have been traditionally held by men. On average, women in nontraditional occupations earn 35% more than women in traditional occupations. Women are also less likely to live in poverty when they are employed in nontraditional jobs. But the numbers of women employed in these fields remain small. In 1988, women comprised .5% of brick masons, 1.5% of carpenters, 7.3% of engineers, 1% of firefighters, and 3.6% of airplane pilots and navigators, for example. And, while the numbers are small, in many cases they represent substantial gains over the past. Often these gains are

a direct result of affirmative action efforts. Yet, despite this growth, overall the labor market remains persistently sex segregated.

Occupational segregation and discrimination have also persisted in new, dynamic, and high growth industries. In 1984, WOW conducted a study of four high technology industries--industries reputed to have progressive personnel and human resource policies -- to determine the status of female employment and opportunities for the future. Many of the firms reviewed were federal contractors with affirmative action responsibilities. Most had a high growth profile. WOW found widespread occupational segregation; a lack of women and minorities in the highest paid and most responsible managerial, professional and technical positions; and a persistent wage gap in positions where males and females were employed. This is disappointing.

In fact, a 1989 study by economist Barbara Bergmann found that high technology industries tend to be more segregated by gender than other industries. For example, in computing occupations, recent research has indicated that the inroads women had made into the field at the beginning of the 1980's have been eroded. While men in the computing field work primarily as programmers and systems analysts, women are increasingly

segregated in word processing and data entry. A lack of scientific, mathematic and technical education relative to men puts women at a serious disadvantage in entering high tech occupations. You might think this is because models of training and education for women in these fields have not been developed and piloted. This is not the case. They simply have not been replicated widely or institutionalized.

Rather than creating an opportunity, expanding technology has presented new crises for many women workers. It has been estimated that almost 80% of women are concentrated in jobs that will be changed, eliminated, or made obsolete by technological advances and automation. If opportunities in the technical arena do not expand into more nontraditional areas, women's employment status will be seriously affected. This situation has been particularly problematic for women in rural areas. Some of the textile and apparel industries in which women have traditionally been concentrated are being automated and exported overseas. Meanwhile, emerging industries in rural areas are predominantly male.

Training to be Poor

Federal vocational education and employment training programs have great potential to positively affect occupational segregation and female poverty. These systems can help reduce

women's poverty by training and assisting women to gain employment in higher wage and nontraditional occupations. Yet, in publicly-funded education and training programs, sex segregation persists, resulting in different training assignments, different outcomes and different earnings for women. Probably without intent, our public employment and jobs programs too often are training women to enter the ranks of the working poor.

The Carl D. Perkins Vocational Education Act of 1984, through its sex equity provisions, emphasizes the delivery of targeted vocational education services to women and girls, including a focus on eliminating sex bias and stereotyping in secondary and post-secondary vocational education.

Research findings by WOW on programs implemented under the Perkins Act in California, Illinois, Indiana and Wisconsin are promising. More non-traditional programming has occurred because of the sex equity set-asides in the Perkins Act. In Wisconsin, for example, training women for utility and nuclear power occupations was designed and funded with Perkins monies. A number of programs providing career exposure to women and girls to nontraditional occupations have been designed. In one single parent program in California, for example, a service provider worked with a single mother with two children, planning for work

as an office worker. The service provider wrote, "It became clear to Anna while attending single parent/homemaker seminars that there just wouldn't be enough money to pay for quality child care at an office worker's wage. Together we reviewed her skills, and Anna became a plumber's apprentice."

But changes like these are occurring slowly. Perkins monies flowing to train women in nontraditional occupations tend to be small grants most often targeted to career exposure rather than occupational training. And the need is enormous.

From 1984 to the present, WOW has undertaken an intensive effort to work with secondary and post-secondary vocational institutions and school districts interested in improving nontraditional enrollments among women and girls. We have worked with 10 institutions, involving employers, parents, educators, and women's advocates in each community. Our findings upon beginning to work in these institutions is that female enrollment in nontraditional vocational courses averages less that 10%, whether in technical, trade or other nontraditional areas.

The picture is less promising under the Job Training Partnership Act. Current law encourages states and local service delivery areas to develop training which "contributes to occupational development, upward mobility, development of new

careers, and overcoming sex stereotyping in occupations traditional for the other sex." Yet all studies conducted to date indicate that nontraditional training and placements for women have been the exception.

JTPA serves more females than male trainees, it is true. Outcomes, training assignments, and occupational targeting are, however, less advantageous for women. Under JTPA, the majority of women participants continue to be placed in short-term classroom training leading to jobs in the traditionally female clerical and service sectors, which result in lower wages. A state study conducted in 1986 by the Wisconsin Department of Industry, Labor and Human Relations found that:

> Women who are placed in jobs tend to be placed in traditionally female jobs, while men tend to be placed in traditionally male jobs. For example, in the Title II-A Adult program in PY 84, all of the top five areas of occupational placement for males are predominantly male occupations and have an overall median wage of $5.56. Most of the top five occupational areas for both women overall and women of color are predominantly female occupations and the median of average wages in those occupations is $4.26 and $4.40 respectively.

These findings were closely echoed by state studies of Maryland, Indiana, and the District of Columbia.

Few states or localities have funded or implemented special efforts to train and place women in nontraditional occupations. Rather, performance standards are being interpreted as an

incentive to train most participants in those occupations in which it is easiest to gain job placements and in the least expensive training categories. Training low-income women for nontraditional jobs tends to take longer, cost more, and require a more aggressive placement process. Yet the results of this type of training include higher wages, better benefits, and a greater impact in overall economic terms.

The Department of Labor has targeted some funding of national JTPA program dollars for nontraditional training for women. Excellent training by PREP in Ohio, California, and several other states has been carried out. And last year, the Department issued a special initiative to fund demonstration programs. Unfortunately, these efforts have not been sufficient to institutionalize nontraditional training throughout the JTPA system. They must be expanded.

While the Women's Bureau of the Department of Labor and WOW have provided technical assistance to regions and states on the issue of nontraditional training for women, JTPA administrators on the whole have continued to invest in more traditional low wage training. Exceptions exist which point the way to what could be replicated widely. Programs like STEP-UP for Women in Vermont and New Hampshire, the Women's Technical Institute in Boston, MiCasa in Denver, The Midwest Women's Center in Chicago,

NEW in New York and ANEW in Seattle are but a few examples. But these programs are pioneers, and most lack stable funding and systemic support. They could be multiplied a hundred-fold in the JTPA system and their strategies could be institutionalized. It is critical that planning, goals and seed money for programs like these be added to JTPA, if we wish to see expanded nontraditional training for women. In fact, a recent study of sex equity in Maryland employment and training programs, conducted by the Maryland Institute for Policy Analysis and Research, recommends an approach that mirrors the provisions of the Non-traditional Employment for Women Act. The report recommends:

> Statistical measures of non-traditional occupational training assignment and employment placements should be made a standard item of program record-keeping and reporting, and reasonable goals for "non-traditional performance measures" should be established for each program. Review of each program's goals for non-traditional placements should be conducted on a regular basis, and the goals revised as necessary.

Similar recommendations regarding goals for nontraditional employment training for women were put forth in Wisconsin and District of Columbia studies. Clearly, the Nontraditional Employment for Women Act is a timely proposal which fills a critical policy gap.

The Nontraditional Employment for Women Act

The Nontraditional Employment for Women Act has as its purpose "to encourage greater efforts to train and place women in

nontraditional employment through the Job Training Partnership Act." Given what we know about women's poverty and job profile, this is an important step toward ending occupational segregation in the system. For the first time, states and service delivery areas would be required under JTPA to set goals for training and placing women in nontraditional occupations and to outline specific efforts to be undertaken to meet these goals. Governors and SDA's would be required to report on the results of these goals for the review of the State Job Training Coordinating Council (SJTCC), guaranteeing a measure of accountability. This is a critical feature of the bill, since a 1988 study of JTPA found that only one in 25 service delivery areas considered non-traditional placements to be a priority. The NEW bill also provides for improved coordination between JTPA and Perkins Vocational Education Act programs with regard to nontraditional training and placement for women. Finally, the NEW Act would provide for up to six state programs each year, an opportunity to increase the number of nontraditional training programs and to reward service delivery areas and institutions which are meeting their goals. Concentrated effort like this would be the first step toward institutionalizing a nontraditional training strategy in JTPA.

Wider Opportunities for Women applauds the introduction of the NEW Act. Great excitement has been generated among

tradeswomen, program providers, and advocates of nontraditional employment by the introduction of the Act. Together, we believe that Congress would take an important and promising step toward quality and equality training for women under JTPA with its passage. We are prepared to work closely with the Committee to see that the promise is fulfilled and that the bill becomes law.

Senator METZENBAUM. Mr. Street, I am happy to have a fellow Ohioan here. I look forward to your testimony, sir.

Mr. STREET. Thank you, Mr. Chairman. Before I begin I would like to make two comments. First of all, I will not be following my prepared testimony in the interest of time. Second, I have looked around pretty closely, and I have figured out I am the only male on the panels. It makes me almost feel like I am in a nontraditional position. [Laughter.]

Senator METZENBAUM. As a matter of fact, these other people are all here because they are "WOW" and they are strongly for the bill. Now you are here representing contractors. You will be speaking for "how" we are going to achieve the objectives of "WOW."

Mr. STREET. I would hope to think so, Mr. Chairman. I am C. Clark Street, the Executive Vice President of the Ohio Contractors Association. I am a professional civil engineer and I am registered in the State of Ohio.

From 1953 to 1982 I was in the Ohio Department of Transportation; most of the years in construction and the last few years as an Assistant Director of the Ohio Department of Transportation. Since 1982, I have been the Executive Vice President of the Ohio Contractors Association. That association is made up of more than 550 members from throughout Ohio and several of the border states. Our members are involved primarily in heavy highway, municipal and utility construction and a few of them are even building contractors.

The OCA members perform about 80 percent of the Ohio Department of Transportation contract work in Ohio. We perform about 75 percent of the EPA clean water and waste disposal contract work in Ohio, and a large volume of private industry work. Labor is one major service area of our association. We negotiate statewide labor agreements with the Operating Engineers. Incidentally, we just came off a 1-week strike with the Operating Engineers a couple of weeks ago. The sole reason for that strike was that we and the Operating Engineers could not come to an agreement in negotiations as to how to bring about 300 women and minority employees into entry level jobs.

The final result of the negotiations was that we decided we would form a committee with three representatives from management and three people from the Operating Engineers. Together we will indeed structure a program for job entry, provide a curriculum, and attempt to provide at least a portion of some matching funding to allow women and minorities to become an active part of the Operating Engineer industry and the highway construction industry.

We also negotiate with the Laborers, the Teamsters, the Carpenters and the Cement Masons. Our members serve as trustees for a variety of fringe benefit and apprenticeship programs, and we are well aware of the need for a steady supply of trained and skilled people. Public works contractors are deeply involved in affirmative action programs and other efforts to increase both minority and women's participation in the work force. They expend a great amount of money and energy in this endeavor.

Our goal for women's participation in the construction work force in Ohio is 6.9 percent in each craft utilized in the contractor's

work force. There are not sufficient numbers of women in construction today to enable a contractor to come close to reaching this goal. There is a need for women employees. Opportunities exist for women who are committed to becoming a part of the construction industry.

In addition to the obvious fact that they should have the opportunity to participate in higher paying, nontraditional areas, there is another strong reason for improving opportunities for women. They will make up a larger percentage of the work force in the years ahead, providing an untapped potential for development of skilled employees.

Contractors at times have been labeled, inaccurately, as anti-women and anti-minority. They are anti-inefficiency. Public works contractors earn contracts by being the low bidder. They work on a profit margin of less than 2 percent. Any circumstance which adversely affects work performance has disastrous effects upon the contractor's ability to compete and survive. He simply cannot afford to support nonproductive workers of any type.

There are two problem areas with the involvement of unskilled people on a project. First is payroll and overhead costs. Second is the resultant loss of efficiency and productivity. If women are to be involved in construction, they must be trained. And I must add that these two problems exist when any new and unskilled person is on a job, regardless of who or what they are.

There are three distinct areas of involvement when looking at the training of inexperienced people. First is the salary and the overhead cost. Second is providing the job site and training experience. And third is the preparation for holding a job and receiving the training. To be successful, there must be three partners involved: Government to pay the salary and the overhead costs of the trainee, a nontraditional employer to provide the site and the training, and an organization to recruit, prepare and provide applicants for the nontraditional jobs.

PREP Ohio, which I have heard mentioned a couple of times previously this morning, is just such an organization. PREP has offices in Ohio in Dayton, Columbus, Cincinnati, and Akron. They also have offices in New York and California. PREP Ohio has a track record of success in our State. We have many women in Ohio who are skilled and valued employees who obtained their start in construction through PREP.

One outstanding example who comes to mind is a woman electrician who has been employed since 1981. She has not been laid off a single day in that time frame, and today she is requested by name to work on various projects by owners. Preparation, we all know, is the key to success, and PREP Ohio provides this. Items such as proper clothing, safety, work habits, tool identification, physical fitness, hand and eye coordination, how to lift, how to reach, how to carry, and awareness of your surroundings are all important and necessary skills for any employee to have before they begin a trip through the nontraditional construction area.

The desire to make $20 an hour does not make anyone an operating engineer anymore than my desire to be a professional golfer qualifies me for the PGA tour. The PREP preparation is indeed the key to success for the nontraditional job applicant, just as the three

partner approach is the key to successful entry of women into construction.

Mr. Chairman, on behalf of my members and myself I appreciate the opportunity to be here today, and thank you very much.

Senator METZENBAUM. Thank you very much, Mr. Street. I know the PREP Program is terrific and that the Director, Lucy Green, does a great job, and frankly I wish there were more programs like PREP and more people like Lucy Green.

[The prepared statement of Mr. Street follows:]

PREPARED STATEMENT OF C. CLARK STREET

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE, I AM C. CLARK STREET, EXECUTIVE VICE PRESIDENT OF THE OHIO CONTRACTORS ASSOCIATION. I AM A PROFESSIONAL CIVIL ENGINEER, REGISTERED IN THE STATE OF OHIO.

FROM 1953 TO 1982, I WAS WITH THE OHIO DEPARTMENT OF TRANSPORTATION, SERVING MOST OF THAT PERIOD IN CONSTRUCTION AND SPENDING THE LAST FEW YEARS AS ASSISTANT DIRECTOR OF ODOT. SINCE 1982, I HAVE BEEN EXECUTIVE VICE PRESIDENT OF THE OHIO CONTRACTORS ASSOCIATION.

OUR ASSOCIATION IS MADE UP OF MORE THAN 550 MEMBERS FROM THROUGHOUT OHIO AND SEVERAL BORDER STATES. OUR MEMBERS ARE INVOLVED, PRIMARILY, IN HEAVY/ HIGHWAY, MUNICIPAL, AND UTILITY CONSTRUCTION; SOME OF THEM ARE BUILDING CONTRACTORS. OCA MEMBERS PERFORM ABOUT 80 PERCENT OF THE OHIO DEPARTMENT OF TRANSPORTATION CONTRACT WORK IN OHIO; ABOUT 75 PERCENT OF THE EPA CLEAN WATER AND WASTE DISPOSAL CONTRACT WORK IN OHIO; AND A LARGE VOLUME OF PRIVATE INDUSTRY WORK.

LABOR IS A MAJOR SERVICE AREA OF OUR ASSOCIATION. WE NEGOTIATE STATE-WIDE LABOR AGREEMENTS WITH THE OPERATING ENGINEERS, LABORERS, TEAMSTERS, CARPENTERS, AND CEMENT MASONS. OUR MEMBERS SERVE AS TRUSTEES FOR A VARIETY OF FRINGE BENEFIT AND APPRENTICESHIP PROGRAMS. WE ARE WELL AWARE OF THE NEED FOR A STEADY SUPPLY OF TRAINED AND SKILLED PEOPLE.

CONTRACTORS ARE DEEPLY INVOLVED IN AFFIRMATIVE ACTION PROGRAMS AND OTHER EFFORTS TO INCREASE BOTH MINORITY AND FEMALE PARTICIPATION IN THE WORK FORCE. THEY EXPEND A GREAT AMOUNT OF MONEY AND ENERGY IN THIS ENDEAVOR.

OUR GOAL FOR FEMALE PARTICIPATION IN THE CONSTRUCTION WORK FORCE IN OHIO IS 6.9 PERCENT IN EACH CRAFT UTILIZED IN THE CONTRACTORS' WORK FORCE. THERE ARE NOT SUFFICIENT NUMBERS OF WOMEN IN CONSTRUCTION TODAY TO ENABLE A CONTRACTOR TO COME CLOSE TO REACHING THIS GOAL.

THERE IS A NEED FOR WOMEN EMPLOYEES. OPPORTUNITIES EXIST FOR WOMEN WHO ARE COMMITTED TO BECOMING A PART OF THE CONSTRUCTION INDUSTRY. IN ADDITION TO THE OBVIOUS FACT THAT THEY SHOULD HAVE THE OPPORTUNITY TO PARTICIPATE IN HIGHER PAYING, NON-TRADITIONAL AREAS, THERE IS ANOTHER STRONG REASON FOR IMPROVING OPPORTUNITIES FOR WOMEN. THEY WILL MAKE UP A LARGER PERCENTAGE OF THE WORK FORCE IN THE YEARS AHEAD, PROVIDING AN UNTAPPED POTENTIAL FOR DEVELOPMENT OF SKILLED EMPLOYEES.

CONTRACTORS HAVE BEEN LABELED, INACCURATELY, AS ANTI-WOMEN AND ANTI-MINORITY. PUBLIC WORKS CONTRACTORS EARN CONTRACTS BY BEING THE LOW BIDDER. THEY WORK ON A PROFIT MARGIN OF LESS THAN 2%! ANY CIRCUMSTANCE WHICH ADVERSELY EFFECTS WORK PERFORMANCE HAS DISASTROUS EFFECTS UPON THE CONTRACTORS ABILITY TO COMPETE AND SURVIVE. HE SIMPLY CAN NOT AFFORD TO SUPPORT NON PRODUCTIVE WORKERS OF ANY TYPE.

THERE ARE TWO PROBLEM AREAS WITH THE INVOLVEMENT OF UNSKILLED PEOPLE ON A PROJECT. FIRST IS THE PAYROLL AND OVER HEAD COSTS FOR A NON-PRODUCTIVE SURPLUS EMPLOYEE. SECOND IS THE LOSS OF EFFICIENCY AND PRODUCTIVITY WHEN UNSKILLED EMPLOYEES WORK WHILE THEY ARE LEARNING.

THESE TWO PROBLEMS EXIST WHEN ANY NEW AND UNSKILLED PERSON IS ON A JOB - REGARDLESS OF WHO OR WHAT THEY ARE.

TO OFFSET THE PROBLEM OF PAYROLL AND OVER-HEAD COSTS, I WOULD SUGGEST THAT CONSIDERATION BE GIVEN TO FUNDING THE TOTAL COST OF THE PERSON BEING TRAINED. THE FUNDING WOULD BE BY THE STATE AND FEDERAL GOVERNMENTS BECAUSE IT IS TO THEIR ADVANTAGE TO PROVIDE JOB OPPORTUNITIES IN NON-TRADITIONAL AREAS.

AS TRAINING PROGRESSES, REIMBURSEMENT COULD DECLINE FROM 100% FOR THE UNSKILLED TRAINEE TO 0% FOR THE PERSON WHO REACHES THE END OF THE TRAINING PROGRAM AND ACHIEVES THE NEEDED SKILLS.

A TRAINING PROGRAM OF SOME DEFINED DURATION MUST BE ESTABLISHED. IT MUST HAVE MILE POSTS WHICH PROVIDE CHECKS TO SEE THAT TRAINING IS INDEED BEING GIVEN AND ABSORBED. IT MUST BE STRUCTURED TO PERMIT THE INDIVIDUAL WHO ADAPTS QUICKLY TO MOVE THROUGH THE PROGRAM QUICKLY. MOST IMPORTANTLY IT MUST ALSO PROVIDE A GUARANTEE OF A CERTAIN NUMBER OF HOURS EMPLOYMENT (MAYBE 1500) FOR THE YEAR. A PERSON CAN NOT ACHIEVE JOURNEYMAN STATUS BY WORKING FOR A FEW WEEKS, BEING UNEMPLOYED FOR SOMETIME, BACK TO WORK FOR A WHILE AND UNEMPLOYED AGAIN. THIS IS WHAT IS HAPPENING IN THE CONSTRUCTION WORK FORCE TODAY AND THE REALLY GOOD PERSON GETS TIRED OF LIFE AND MOVES INTO ANOTHER AREA WHERE WORK IS MORE CONSISTENT.

THE WOMAN TRAINEE MUST BE ASSIGNED TO THE CONTRACTOR FOR THE NECESSARY TRAINING PERIOD AND BE GUARANTEED THE WORK IF WE ARE TO BE SUCCESSFUL IN THE CONSTRUCTION FIELDS.

THE PROGRAM I HAVE DESCRIBED, TAKING AWAY THE FINANCIAL IMPACT, STILL LEAVES THE LOW BID CONTRACTOR WITH INEFFICIENT AND UNSKILLED EMPLOYEES. THE CONTRACTOR WILL AND CAN HANDLE THIS ASPECT OF TRAINING WHILE PROVIDING THE DESIRED TRAINING.

THE TEAMWORK OF GOVERNMENT FINANCING THE WOMEN TRAINEES AND THE CONTRACTORS PROVIDING THE TRAINING SITES AND TRAINING IS STILL LACKING ONE VERY IMPORTANT ELEMENT IF WE ARE TO BE SUCCESSFUL.

THERE MUST BE A THIRD PARTNER INVOLVED. THIS PARTNER WOULD HAVE THE RESPONSIBILITY, KNOWLEDGE AND SKILLS TO RECRUIT AND IDENTIFY CONSTRUCTION ORIENTED WOMEN AND TO PREPARE AND PROVIDE THE RIGHT WOMAN FOR THE NON-TRADITIONAL JOB TRAINING.

JUST BECAUSE A WOMAN WANTS TO BE AN OPERATING ENGINEER DOES NOT MEAN SHE IS PHYSICALLY OR PSYCHOLOGICALLY CAPABLE OF BECOMING ONE. THERE ARE HOWEVER TENS OF THOUSANDS OF WOMEN WHO ARE CAPABLE AND THEY ARE THE ONES WHO MUST BE IDENTIFIED AND GIVEN THE OPPORTUNITIES TO BECOME INVOLVED.

THIS THIRD PARTNER EXISTS TODAY IN OHIO. IT IS AN ORGANIZATION NAMED PREP, OHIO. FOR YEARS PREP HAS BEEN INVOLVED, IN OHIO AND OTHER STATES, IN RECRUITING, EDUCATING AND PREPARING WOMEN AND MINORITIES FOR ENTRANCE INTO THE WORK PLACE.

THE PAST PRESIDENT OF OCA, IN A RECENT BOARD OF DIRECTORS MEETING, SPOKE OF THE SUCCESS HE HAS HAD WITH WOMEN IN HIS WORK FORCE WHO CAME TO HIM THROUGH PREP. MANY MORE OCA MEMBERS CAN ALSO ATTEST TO THEIR WOMEN EMPLOYEES WHO WERE REFERRED THROUGH PREP. THERE IS A WOMAN ELECTRICIAN WHO HAS BEEN A FULL TIME EMPLOYEE OF A CONTRACTOR SINCE PREP REFERRED HER IN 1981. TODAY THERE ARE OWNERS WHO ASK THAT SHE BE ASSIGNED TO PROJECTS. THESE ARE SUCCESS STORIES IN WHICH WE ALL CAN TAKE PRIDE.

THERE ARE, HOWEVER, MAY MORE STORIES WHICH CAN BE TOLD OF WOMEN WHO SAW THE HIGH DOLLAR PER HOUR WAGES BUT KNEW NOTHING OF THE NECESSITY TO EARN THEM.

COMMON SENSE ITEMS SUCH AS: 1) CLOTHING; 2) SAFETY; 3) WORK HABITS; 4) TOOL IDENTIFICATION; 5) PHYSICAL FITNESS; 6) LIFTING, REACHING, CARRYING; 7) AWARENESS OF SURROUNDINGS; AND 8) HAND AND EYE COORDINATION SHOULD BE TAUGHT IN ADVANCE OF ENTERING THE WORK SITES.

THESE ARE ALL IMPORTANT TO THE SUCCESS OF THE WOMEN, OR FOR THAT MATTER ANYONE, WHO IS DESIROUS OF BECOMING A TRAINED EMPLOYEE. THESE AND MANY OTHER SUBJECTS ARE TAUGHT AND PROVIDED BY PREP IN PREPARING A WOMAN FOR ENTRANCE INTO THE WORK PLACE.

NOW WE HAVE THE THREE INGREDIENTS FOR A SUCCESSFUL PROGRAM TO BRING WOMEN INTO NON-TRADITIONAL WORK AREAS:

1. AN ORGANIZATION SUCH AS PREP TO RECRUIT, PREPARE AND PLACE WOMEN IN NON-TRADITIONAL JOBS.

2. THE GOVERNMENT, WHICH HAS MANDATED AND RECOGNIZES THE VALUE OF SUCH A PROGRAM, TO PAY THE "TUITION" FOR THE DESIRED TRAINING.

3. THE EMPLOYER, WHO WILL BENEFIT BY INCREASING THE POOL OF SKILLED EMPLOYEES AND WHO WILL PROVIDE THE TRAINING SITES AND THE TRAINING.

WITH ALL THREE PARTNERS WORKING TOGETHER THE PROGRAM WILL SUCCEED. TAKE AWAY ANY ONE OF THE THREE AND YOU WILL CONTINUE TO SEE SPORADIC ACTIVITY BUT NO GREAT SUCCESS IN THE FORESEEABLE FUTURE. THE FEDERAL JTPA PROGRAM HAS NOT BEEN SUCCESSFUL IN THE CONSTRUCTION FIELD BECAUSE THERE IS NO PARTNERSHIP OR TOTAL INVOLVEMENT BY ANY OF THE THREE.

THE NEW ACT CERTAINLY INDICATES YOUR CONCERNS WITH ENCOURAGING A BROADER RANGE OF TRAINING AND PLACEMENT FOR WOMEN.

WE LOOK FORWARD TO THE OPPORTUNITY TO WORK IN A FUTURE PARTNERSHIP AND ON BEHALF OF THE OHIO CONTRACTORS ASSOCIATION AND MYSELF, THANK YOU FOR THE PRIVILEGE OF PARTICIPATING HERE TODAY.

Senator METZENBAUM. Alicia Pelrine, happy to have you here. Did I pronounce your name?

Ms. PELRINE. Pelrine.

Senator METZENBAUM. Pelrine. With a name like Metzenbaum, I get a lot of mispronunciations.

Ms. PELRINE. It is brand new. I am having some trouble with it myself. Thank you, Mr. Chairman. I am Alicia Pelrine, Group Director of the Human Resources Group for the National Governors' Association. I am pleased to be here today to pledge the support of the Governors" Association to the passage of S. 975, the Nontraditional Employment for Women Act. I would ask at this time that my prepared remarks be submitted for the record, and I will summarize.

Senator METZENBAUM. All of the remarks of each of the witnesses will be included in the record in their entirety.

Ms. PELRINE. Thank you. The Governors, for the last 3 to 4 years in particular, have been concerned with issues regarding not only at-risk youth but at-risk people in the work force and in the labor market as well, believing, as they do, that we are all in this together and our common economic future is at stake.

Certainly a look at the demographics of the work force 2000 suggests the urgency of the need for the kind of targeting suggested in the NEW Act. We know that two-thirds of the new entrants into the work force between now and the year 2000 will be women. We know that by the year 2000, 61 percent of all working-age women will be in the work force, and we know that the economic contribution of women is no longer a luxury, but most frequently a necessity for the support of their families.

In addition, there are about 10 million female-headed households in this country, and we know that that is the clearest way to ensure a life of poverty for the children of these women. The NEW Act allows Governors to tap the collective wisdom of their training and education professionals to guide women into nontraditional occupations which, as the Act says, is the best way to ensure higher wages, improve job security, and achieve better long range opportunities.

The Governors, as you know, Mr. Chairman, were very active over the last several years in the passage of welfare reform legislation. Our underlying purpose going into our work on that legislation, and I believe the underlying intent of the legislation as passed by this Congress, was to help people become economically self-sufficient. I think an important part of our strategy as we begin to implement the JOBS program under welfare reform is to see that the 46 percent of AFDC mothers who have never been married will be able to be trained for jobs that will really allow them to become economically self-sufficient without having to resort to welfare assistance.

So we believe that this kind of legislation is critical to the work that we are attempting to do with the welfare population in the States. It also is very consistent with our ultimate goal of helping protect the many children who are now being raised in poverty.

We are particularly appreciative of the emphasis in the Act on cooperation between existing systems. One of the things that we have been attempting to do at the State level is to marry the re-

sources of the existing education and training systems in the States to produce better results for all the clients. We think that this is critical as resources dwindle and the need grows. And so in summary, Mr. Chairman, I would say to you again that we support the bill, and we look forward to working with you toward its passage.

Senator METZENBAUM. I am particularly pleased to have the National Governors' Association on board.

Ms. PELRINE. Thank you.

[The prepared statement of Ms. Pelrine follows:]

PREPARED STATEMENT OF ALICIA PELRINE

Good Morning and thank you, Mr. Chairman for providing the National Governors' Association with the opportunity to testify today on S. 975, the Nontraditional Employment for Women Act--or NEW. I want to congratulate you and members of the committee for your continuing commitment to improve the lives of many of our most disadvantaged citizens, citizens who too often have no advocates.

I am the group director for the Committee on Human Resources at the National Governors' Association. Our committee handles a wide variety of human resources issues, including welfare, education, employment and training, and health. These issues continue to be major priorities to Governors, particularly as states assume more responsibility for implementing and operating the vast network of programs designed to improve the economic lot of our citizens.

The Governors have long been on record as supporting efforts to target assistance to populations at-risk in the labor market. Recent reports on the demographics of our future workforce underscore the need to redouble our efforts to provide training and employment opportunities to minority, immigrant, and female workers. The Hudson Institute's report, Workforce 2000, indicates that almost two-thirds of the new entrants into the workforce between now and the year 2000 will be women. In the year 2000, 61 percent of all working age women are expected to be in the labor force. The economic contribution of women to family incomes is no longer a luxury for the majority of American families; it is an economic necessity.

Further, there are currently more than 10 million female-headed households in this country. For too long, living in a female-headed household has been one of the most certain ways to ensure a life of poverty.

The NEW act, Mr. Chairman, is an important step in helping states equip women to become economically self-sufficient. This legislation allows Governors to tap the collective wisdom of the professionals in their states to guide efforts to provide training to women in nontraditional occupations. The Governors welcome the opportunity to provide planning and oversight to these efforts. By allocating resources through the state to local service providers, the bill offers the optimum structure for innovation and ultimate results.

This legislation focuses on a problem of particular concern to the states. As you know, the recently passed Family Support Act provides new resources to states to move welfare recipients off the welfare rolls and on to pay rolls. The underlying purpose of the Job Opportunity and Basic Skills (JOBS) program, contained in the Family Support Act, is to help individuals become economically self-sufficient. The vast majority of the welfare population, in this country, is made up of women with young children. As reported by the NGA Task Force on Welfare Prevention, 46 percent of the AFDC recipients were never married, so the mothers represent the sole means of support for the family. The success of the JOBS program depends on placing these women in jobs that provide an income sufficient to support their families, independent of welfare assistance.

The "Findings" section of the NEW act notes that "employment in traditionally male occupations leads to higher wages, improved job security, and better long-range opportunities than employment in traditionally female-dominated fields." Training women for these traditionally male occupations can create significant inroads into these professions and reduce their gender bias. Such training can reduce the barriers women experience in obtaining and retaining jobs in these occupations.

NEW would foster cooperation between programs that have responsibility for providing training opportunities to women. As resources dwindle at both the state and local level, this coordination becomes even more critical. NEW provides incentives to this coordination without strapping states with burdensome regulations.

The nation's Governors thank you for introducing this legislation. We will work with you to ensure its passage.

Senator METZENBAUM. Our next witness is Esther Schaeffer, representing the National Alliance of Business. We are happy to have you with us.

Ms. SCHAEFFER. Thank you, Senator. I would like to summarize my remarks and submit my full testimony for the record. The National Alliance of Business strongly endorses and very much supports your goal to do something about opening up nontraditional jobs for women. Many of your recommendations are ones that we can fully support and ones that definitely do contribute to your overall goal. I would like to touch on those briefly. But I would also like to talk about a few aspects that trouble us, because they have some side effects that we feel are undesirable and may somewhat mitigate the success of reaching your goal. I would then like to touch briefly on some suggestions that we have which we think will help you move in the direction that we are all seeking, and that we hope will have fewer side effects.

The issue of expanding nontraditional training and job opportunities for women is an important one for us at the National Alliance of Business. It is an issue that is not just limited to our concerns about the Job Training Partnership Act. Your bill offers some very good suggestions for amending the current JTPA program, and let me briefly talk about those. The notion that local service delivery areas be asked to set goals for providing nontraditional training is one that we think is a very good idea, because it will force those areas to focus on this as an issue and not ignore it.

I think all of the statistics presented in the discussion today indicate that the problems of getting women into nontraditional jobs runs much deeper than JTPA. It is embedded within our whole society. It is important that the SDA's focus on this as an issue. Second, the notion that the State councils set strategic goals in the State and review local JTPA plans is another important ingredient that we fully support.

The third notion in your proposal that we also very much support is listing as an allowable cost for the 8 percent setaside money that money can be used for nontraditional training for women. We would recommend, however, that you stop short of over-prescribing the statistical breakdown and reporting requirements at the local level as well as requiring what seems more of a mechanistic summary of local plans by the State councils, which would then be sent to all service providers.

We say this because these requirements are costly administratively. They are difficult to perform in many cases, and in a program where dollars are actually declining when you take inflation into account, and where administrative costs are so limited, we feel that it can be counterproductive to insist on some of the administrative requirements in the bill.

I also wish to mention, too, that once you start putting some of these requirements in for one group, you end up discovering that you are adding on equally legitimately-sounding requirements for other groups, other worthy groups, which only compounds the problem in administration.

In terms of the demonstration program, let me just make a few comments. We are concerned about earmarking funds. I heard your earlier comment to Trish McNeil, and I can certainly understand

your point, but there is a practical problem of reserving funds for one particular population group over other worthy groups for whom services need to be improved.

And again, it is an issue of funding more than anything else. The funding level in Title IV has, if anything, gone down over time in JTPA, and there is so little discretionary funding already, that it just seems inappropriate at this time to earmark more funds. This raises the specter of other groups making a similar request. Unless there is new money appropriated for Title IV or for JTPA, we do not recommend rechanneling limited funds into specific categorical activities.

Finally, on the demonstration issue, I would note that the demonstration indicates that it would limit activities in local service delivery areas to those that have already demonstrated effectiveness with this type of training. To some degree they are already the believers and we wonder if that is the most effective place to put the money in a research or demonstration model.

As has been pointed out today, we have a number of programs already. There are examples that do exist—not enough—but there are a lot of examples, where programs have provided nontraditional training to women. It strikes us that the problem is not so much in funding a few more examples of that type of training—the problem is more in the ability of the Federal Government to disseminate new models.

I just want to repeat that the concern is not so much with the notion of needing more examples. Certainly they help, but we do have a lot of examples. It seems that where we fail time and time again in training and in education programs is in our inability to disseminate that kind of information. We would strongly encourage that the emphasis on dissemination be given as opposed to necessarily funding or earmarking funds for particular demonstration.

There are several opportunities on the horizon which we should keep in mind in talking about this legislation—opportunities that I think can be very helpful in furthering the goals that you and the National Alliance of Business have. First of all—and Patricia McNeil discussed this briefly, so I will not elaborate—the comprehensive amendments to JTPA being considered both by the Senate, the House, and the Department of Labor, do go a long way in setting a framework or an environment for assistance to women and which will promote the kinds of training that are necessary to help women get into nontraditional jobs.

Second, with respect to the Carl Perkins vocational education reauthorization, the House has proposed a new model program which is sometimes called "Tech-Prep" or "two-plus-two," which combines curricula in the high school with the community college system to encourage young people to see the connection of some of their high school learning to later years. I think it provides an opportunity for young women to have a sense of different opportunities that are open to them before they get to be high school seniors.

Certainly, if you look at Cuyahoga Community College in Ohio, the course offerings there are far beyond anything that is traditional for women. These connections in earlier years are very important, and so we would encourage the Senate to consider that particular proposal.

And finally, there are efforts within the Department of Labor regarding apprenticeships that I think can be very helpful in being able to move women into nontraditional jobs. The Department is exploring how more and more employers could be encouraged to look at training in a much more structured way, as is done in the apprenticeship occupations, and to broaden the notion of that kind of training to those occupations.

We would recommend that the Committee also consider these suggestions as possible avenues for moving forward. We hope to continue to work with the Committee on this bill, and I would be happy at this point to answer any questions.

Senator METZENBAUM. Thank you very much, Ms. Schaeffer.

[The prepared statement of Ms. Schaeffer follows:]

TESTIMONY

OF THE

NATIONAL ALLIANCE OF BUSINESS

BEFORE THE

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

ON THE NONTRADITIONAL EMPLOYMENT FOR WOMEN ACT (S. 975)

JUNE 8, 1989

Mr. Chairman, I appreciate the opportunity to testify on the proposed Nontraditional Employment for Women Act, S. 975.

I am Esther F. Schaeffer, Senior Vice President for Policy with the National Alliance of Business. The Alliance is the only national business organization which concentrates on the specific areas of job training, education, and human resource development policies, primarily for the nation's unemployed and disadvantaged. We advocate effective involvement of business in public programs through public/private partnerships in communities across the country.

The National Alliance of Business has been active in promoting employer involvement in job and training activities for a variety of population groups with special needs, such as economically disadvantaged individuals, women, minorities, school dropouts, ex-offenders, older workers, and dislocated workers. We promote "best practice" program models and information, making the lessons of one state or local area available to others

around the country through an information clearinghouse which we maintain, primarily for the Job Training Partnership Act (JTPA) system.

We are particularly interested in how to continuously improve the quality of training provided under JTPA, so that all participants who go through the program are able to compete for higher skilled, higher paying jobs. For women, this could well mean training in nontraditional occupations.

We support your efforts to highlight the need for more emphasis on nontraditional training for women under JTPA, but we would also like to suggest some broader means of achieving this goal other than a limited demonstration program approach. Your bill proposes some important additions to the JTPA planning processes, aside from the demonstration program, that would affect the governor's coordination and special services plan and local service delivery area plans which would include strategic planning for activities that can increase nontraditional training and employment for women. Even without new funding, your bill could make an important contribution by encouraging service delivery areas to establish goals for providing training for women in nontraditional occupations.

We would recommend that you stop short of requiring detailed statistical breakdowns of this activity and clients served by local programs and of requiring preparation of a separate summary of this activity by the state council which would be distributed to all service providers in the state. Some of these provisions we believe go too far in over prescribing management activities when compared to many other demands made on the system elsewhere in the Act. The practical reality we face is that these activities will be only one among many new activities that may be required under the comprehensive JTPA amendments this year. The potential burden of an administrative process

prescribed in such detail must be carefully weighed and reconsidered during the legislative process affecting all of JTPA to determine how much administrative burden can be added without providing more administrative funds to handle it.

In my view, there are several important opportunities on the horizon which we should keep in mind during our discussion of this bill, because together they could offer great potential for increasing nontraditional training and job opportunities for women. For example, I would not underestimate the potential for improving services to women under the changes being proposed in other legislation for the larger basic grant programs under JTPA.

Job Training Partnership Act Basic Grants. The ultimate goal of the demonstration program proposed in this bill would be to promote replication of model program approaches for women out of the regular basic grant activities under JTPA. We have many examples we could provide which illustrate how local service delivery areas have implemented nontraditional training programs for women under current law.

The service delivery area for Renton, Washington, for example, operates the "Apprenticeship and Nontraditional Employment for Women" (ANEW) program, which we honored last year at our annual national conference. This nontraditional employment program for women provides five months of training targeted on low-income, single mothers and welfare recipients who want to enter trade and other blue-collar occupations. Classroom instruction includes hands on experience with tools and equipment, trade related math, activities to build self-confidence and the coping skills needed in a male dominated environment, and job search training. The program was founded and developed through an active partnership among employers, labor organizations, and a vocational training institute. Last year, 90 percent of the

program's graduates found a variety of blue-collar and apprenticeable jobs at wages which averaged $7.00 per hour.

One of the key themes of your bill is the promotion of more substantive training for higher skilled, higher paying jobs that will benefit women in a variety of new occupational fields. Since this is one of the themes in the more comprehensive amendments to the Job Training Partnership Act currently being considered in both the House and the Senate, attainment of the goals of these bills would go a long way toward achieving the purpose of your legislation. About 53% of JTPA participants currently are women who would benefit from higher skill training.

We support these current efforts to increase the quality of JTPA program services. We have found evidence from employers that entry level jobs alone require increasingly higher levels of basic educational skills and functional competencies. Federally subsidized training programs under JTPA will have to do more to bring disadvantaged individuals up to competitive skill levels needed to enter the labor market in a job with lasting career potential.

Training the most disadvantaged or the harder to serve individuals, who are being targeted in the JTPA amendments, will require more extended periods of training and more costly services to make meaningful job placement possible. A new emphasis under virtually all of the proposed JTPA amendments is to tailor training strategies for each individual program participant, based on an assessment of the individual client's needs. This general new approach under JTPA would, in my view, benefit women pursuing training in nontraditional occupations.

In short, it may be unnecessary to earmark a discrete pot of money, which will only fund six sites, to do something that local program operators will increasingly have to do with basic grant funds. Many of the barriers in current law to nontraditional job training for women are already being eliminated, to a large degree, by the proposed JTPA amendments. The amendments would encourage longer-term training, would reduce the incentives for promoting low-cost training at the expense of high quality training, and would allow for increased expenditures on the support services necessary to prepare women for nontraditional occupations.

If the consensus in Congress is that more demonstration activity is still necessary beyond general provisions promoting comprehensive training for higher quality jobs, I would like to point out several provisions of S. 975 which concern us:

- *Earmarking of existing funds under title IV for this activity.* We do not view earmarking what limited flexibility may exist in current title IV funds as the best approach for promoting nontraditional training for women. When funds are reserved for one particular population group, other advocates for needy groups (minorities, teenage parents, school dropouts, ex-offenders, handicapped, disabled veterans, etc.) seek similar recognition and targeting of funds. This observation is not necessarily to fault your approach, but to recognize the practical outcome of momentum that is created when one worthy group is recognized in statute over others for whom JTPA also needs to improve services.

  Both the funds appropriated annually under title II to carry out basic grant activities and under title IV to carry out a variety of federal responsibilities outlined in statute are severely limited and have, in fact, declined

substantially over the last eight years. With reductions in funding for title IV, and the numerous activities already prescribed for the Secretary under title IV, it is our understanding that there is very little "uncommitted" or "discretionary" funding available any more. In the absence of appropriating new funds for this demonstration activity, we recommend that existing funding not be rechannelled or reprogrammed into specific categorical activities determined at the congressional level.

- *Limiting demonstration activities to local service delivery areas and service providers that have already demonstrated effectiveness with this type of training.* Language in your bill suggests that states can award demonstration grants only to service delivery areas that have demonstrated effectiveness in training women in nontraditional occupations already, while such criteria is not required of grants given to community based organizations or educational institutions. It is unnecessary, and possibly counterproductive, to limit the demonstrations to areas which have already undertaken such activity and have demonstrated effectiveness with past efforts. This would not encourage new activity in the JTPA system among areas that have not planned sufficiently nor had sufficient funding to undertake new initiatives. The whole point of the demonstration, it would seem, should be to encourage new activity in areas where it is clearly needed, where there is a commitment among the local partnership officials to undertake it, and where it could leverage other basic grant funds over time.

In my view, we should look beyond a narrow demonstration approach and take advantage of broader opportunities that have the potential of providing much greater gains for women entering nontraditional occupations. Other public policy areas, such as the

reauthorization of the Carl D. Perkins Vocational Education Act, which this committee will also have responsibility for this year, and the U.S. Department of Labor's initiative to rethink this country's approach to, and use of, apprenticeship training, also have application to this effort of enhancing higher skilled job opportunities for women.

Carl D. Perkins Vocational Education Act. As you know the House of Representatives has passed a comprehensive reauthorization of the Carl D. Perkins Vocational Education Act. One of the innovative approaches included in the new bill would combine the last two years of secondary level vocational training, with its greater emphasis on basic educational skills, with two years of postsecondary level technical skill training.

This model, commonly referred to as the "Tech-Prep" program or "two-plus-two" program, has tremendous application to nontraditional training for women. Our initial examination of several model programs using this approach suggests that this approach may be a wave of the future in community and junior colleges, and may make important changes in the way we prepare individuals for a quality workforce.

Your approach to coordination between JTPA and vocational education could also be productive because it is not so prescriptive that it distracts from the real goals of coordination. A recent report from the National Center for Vocational Education Research on coordination between vocational education and the Job Training Partnership Act provides us with new insight on what it takes to motivate specific coordination between service delivery systems. The report concluded that the best coordination occurred, and the most innovative programs were designed, when federal prescription was least intrusive. Coordination occurred when some program or institutional need motivated it, not when federal policy mandated it.

Apprenticeship 2000 Initiative. The U.S. Department of Labor has taken the initiative to review this country's approach to apprenticeship, particularly in light of other countries' competitive success with models different from our own. The department is seeking to broaden the concept of apprenticeship from being applicable to occupations largely from the traditional crafts and building trades to a much broader base of occupations. It hopes to increase employer interest in establishing structured education and training programs throughout their companies. Women, who are often in lower paying, less skilled areas with few advancement opportunities, could profit most from such changes. I would recommend that we all work with the department in its review in order to define areas of public policy that might improve our approach to higher skill training so that it becomes the norm, and not the exception, in the workplace.

Mr. Chairman, in conclusion, the Alliance shares your concern for increasing nontraditional employment opportunities for women. We are committed to working on public policies that improve the chances for women and all disadvantaged population groups to enter the higher skilled, higher paying jobs that will continue to emerge in our rapidly changing economy. In our view, the opportunities that lay before us go beyond the concept of a limited demonstration program, and extend into new opportunities emerging through educational restructuring and reform, more structured employer-based education and training modeled on apprenticeship, and the shift in employer attitudes already taking place to accommodate the demographic trends bringing more women and minorities into the workforce.

We are proceeding to work with employers in all of these areas, and will be happy to provide your committee with all of the information we are developing in the coming months. Mr. Chairman, I would be happy to answer any questions you may have.

# # #

Senator METZENBAUM. I have several questions for the panelists. Ms. Marano, you say that programs have been developed to train women in a variety of nontraditional fields. Have these programs been replicated, and if not, why not?

Ms. MARANO. Senator, we now have about 12 years of model and demonstration programs that have been formed in just about every nontraditional occupation that you could imagine. We have curriculum materials that have been developed. The issue is not at all creating new models. The issue is, in fact, trying to institutionalize those models in the system.

I think that the NEW Act would go a long way toward that institutionalization, and I think it would because, as I said in my testimony, only one in 25 SDA's that were interviewed said that nontraditional training was a priority for them. Clearly, setting goals and then holding SDA's accountable would, in fact, make nontraditional training more of a priority.

Second, we would be able to disseminate the models and materials that already exist. In fact, in almost every State there is at least one program that is working and could be used as a demonstration. The national program that you recommend would help to do that kind of institutionalizing across States. Clearly, we would only be able to assist up to six States each year, but in my view that is a first step.

Senator METZENBAUM. Now, you say it costs more to train women for nontraditional work. What are some factors contributing to the increased cost?

Ms. MARANO. One of the first things we have to talk about is the issue of women often not having the math skills, the familiarity with tools, or perhaps the understanding of technology to move into some of the career fields. We find that programs that do nontraditional training have to spend more time on these kind of preparatory first steps. They also have to prepare women for a nontraditional work environment. I was pleased to hear our colleague from Ohio talking about the work that PREP does because I think this kind of preparatory work must be done, and often in JTPA programs those things are seen as soft services.

Finally, support services cost more. And we are talking about programs on the whole that are not just several weeks of classroom training. It is a combination of classroom, on the job and work experience, and it is that combination, I think, that all of us agree really makes the difference.

Senator METZENBAUM. If the cost of training women were not a factor, do you think that service delivery areas would train more women for nontraditional work, or is further action needed to bring this training about?

Ms. MARANO. Senator Metzenbaum, we have been looking both in the vocational education system and in the JTPA system, and its predecessor CETA, to try to find out why these kinds of programs have not been institutionalized. Basically, I think we are talking about major social change that has to come about to accomplish some of the goals that we have been talking about together. That kind of change will only happen with the kind of leadership and accountability system that your bill suggests.

Senator METZENBAUM. Thank you very much, Ms. Marano. Mr. Street, I was impressed with the fact that the Ohio Contractors, as I understood what you said, took a strike because you did not get the cooperation of the unions with respect to the matter of more female and minority employment in the contractors' jobs? Was that the point you made?

Mr. Street. That is correct, Mr. Chairman, but I would not necessarily want to imply that it was our decision to take the strike.

Senator METZENBAUM. But that was the main issue of the strike.

Mr. Street. That issue was how to bring women and minorities into the Operating Engineers and into the construction work force at entry level jobs. The Operating Engineers wanted to do it by assigning an individual to a certain piece of equipment based upon the size of the equipment. To us, that clearly meant providing a paycheck to somebody without the opportunity to do anything or without reason to be there.

We wanted to do it by providing an established curriculum and a guarantee that individuals would meet certain steps along the way. At each milepost, you might say, the individual could be reviewed. We would permit that individual to move at their rate through the steps. Maybe it takes me a little bit longer, it might take me 2 years to be trained and out of the program, but if you can do it in a year's time, you can get out in a year's time.

Our basic problem, being people that do public sector work, is that the work is based upon the low bid, and anything that affects that contractor once he gets the contract affects his future ability to compete and to stay in business. He simply cannot afford to have an individual assigned to his company based upon a piece of equipment. They cannot do that.

Senator METZENBAUM. I do not know enough about the cause of the strike, but I am pleased about the fact that both the union and management were concerned enough about the issue that it was on the table, and that it was a question of how to do it and not a question of whether or not it should be done.

Mr. Street. That is correct.

Senator METZENBAUM. I think that is very encouraging. Let me ask you a question. Do you think that there are any jobs that the Ohio Contractors or any other general contractors have that women cannot do?

Mr. STREET. Well, I would certainly say yes. There are jobs that I cannot do. I think that you have to match the individual to the job, and that is what is so important in what many of the previous witnesses have indicated about the preparation and recruitment, the selection, and the advanced training before they come in. To use that old phrase, what we want to do is get the round peg in the round hole. As far as construction work is concerned, there may be some instance or some place where strength is an alternative that may create a barrier to women but aside from that I do not know of any other factor.

Senator METZENBAUM. You answered "yes" to begin with, but then you sort of wound up saying that other than the issue of strength, you do not think there are any places where women could not do the contractors' jobs.

Mr. STREET. That is correct.

Senator METZENBAUM. Thank you. Ms. Pelrine, you said it is a new name. Just married?

Ms. PELRINE. Yes, sir.

Senator METZENBAUM. Congratulations to you.

Ms. PELRINE. Thank you.

Senator METZENBAUM. It has been suggested that we may be able to bring about greater nontraditional training activity simply through the planning and goal setting requirements in the bill. Do you agree, or do you think it is necessary to target some Federal resources to encourage nontraditional training for women?

Ms. PELRINE. Well, I think the notion of goal setting is an important place to start. Obviously, it raises the sense of awareness and urgency on the part of the service delivery areas, the Governors, and the people who participate in developing the State plan that this is an important goal and one that should be given attention. I think, to sort of echo a point that Cindy made, there are obviously some additional costs involved with the training of women for nontraditional occupations.

But I think, frankly, that this is an investment opportunity that is going to pay off in dividends that overshadow by a long shot whatever initial costs there may be.

Senator METZENBAUM. Do you have any knowledge with respect to whether or not some States have done more in this area of women in nontraditional jobs and others have done nothing or very little?

Ms. PELRINE. Unfortunately, Mr. Metzenbaum, we do not have a lot of statistical information at this point about what the States are doing. We have some anecdotal information that suggests that in some States—and I would point particularly at this stage to some of the work that has been done in Massachusetts under the ET Choices program—where in the welfare-to-work programs there has been a fair amount of emphasis on trying to find nontraditional job opportunities for women. This all comes back to the whole notion that if we are really going to allow women to get off of welfare and be self-supporting and be able to raise their children out of poverty, the nontraditional approach to jobs is the way to go.

So, the States have had some small amount of success. As I say, it is more anecdotal evidence at this point for us than it is statistical.

Senator METZENBAUM. We are very pleased to have the National Governors' Association working with us, as well as the Contractors, WOW, and other women's groups.

Ms. Schaeffer, we have heard testimony today that in a survey of 25 service delivery areas, only one considered nontraditional training for women to be a priority. We have also heard that it costs more to train women for nontraditional work. I agree that the planning requirements in the NEW Act will help a great deal, but a commitment of resources would augment those efforts.

Do you really think that local service delivery areas are going to suddenly begin training women for nontraditional jobs just because we ask them to?

Ms. SCHAEFFER. I think it takes more than just asking them to. I think that is a step, but I am not sure that reporting requirements that are fairly tough on limited funding, are necessarily the best

approach under these circumstances. I think what is lacking and what is needed much more is greater attention paid in terms of technical assistance and exposure of the service delivery areas to the examples that work.

I do not think that the impetus has to come from reporting requirements so much as it is information dissemination. It is holding conferences on this particular topic. It is familiarizing people at the SDA level with these programs and that, in fact, they can do them, and that they should be doing them. I think you can actually go much further than merely adding to an administrative cost burden. That really was the gist of my previous comment.

Senator METZENBAUM. Your testimony indicated that you were concerned that the bill would give grant money only to service delivery areas who already do nontraditional training.

Ms. SCHAEFFER. Service delivery areas, yes.

Senator METZENBAUM. Yes. But that is not what we think the bill says. We do not require that they have experience in occupational skills training. We open that door wider than I think your testimony would have indicated.

Ms. SCHAEFFER. I may have misread it. I thought on service delivery areas it was restricted to those that have already done something, and I apologize if I misread that.

Senator METZENBAUM. Well, no need for an apology. I just want to say that we are really very grateful to have this kind of testimony here this morning. To the best of our knowledge, there is no opposition to this legislative proposal, and it is very meaningful to us to have women's groups, the National Alliance of Business, the Ohio Contractors, the National Governors' Association, and others supporting the legislation.

[Additional material supplied for the record follows:]

PREPARED STATEMENT OF SHELLEY GATES, ASSOCIATE DIRECTOR WOMEN EMPLOYED

Women Employed appreciates this opportunity to provide testimony in favor of the Nontraditional Employment for Women (NEW) Act. As Chicago's largest organization of working women, Women Employed's mission includes working to narrow the wage gap between men and women and reduce occupational segregation in the workforce.

A recent study completed by the Women Employed Institute, our research and education arm, documents a growing economic crisis for women in this country. At the heart of this crisis is the fact that the great majority of working women are still segregated in low-paying jobs, while women's earnings are more critical that ever to their own and their families' economic survival.

Most women workers simply do not earn enough to make them economically self-sufficient. Nearly 40 percent of all women who work full time earn less than $15,000 per year, compared to only 20 percent of all full-time male workers. The median earnings of full-time women workers are $16,909, compared to $26,008 for men. On the average, women employed full time earn less than two-thirds, or 65 percent, of men's wages. This represents little improvement over 30 years ago -- in 1955, female wages were 64 percent of male wages. Despite the progress women have made in entering the professions and moving into managerial positions, relatively few are "doing well" when salary is used as the measure. Only 13 percent of working women earn $30,000 or more per year, compared to 40.5 percent of working men.

While women have made substantial progress in increasing their numbers in fields in which they were virtually unrepresented 15 years ago, women continue to enter the work force in traditional jobs in far greater numbers than they are moving into nontraditional occupations. This has resulted in a work force which is as segregated by sex today as it was 25 years ago. The great majority of working women are clustered in occupational groups which are associated with low-paying, dead-end, and often tedious jobs, with more than half classified as clericals, operatives, and service workers. In 1960, 52 percent of all employed women were clerical workers, saleswomen, waitresses, and hairdressers; today, 46 percent of all working women can still be found in these same four occupations.

This occupational segregation is a major contributor to the wage gap and major barrier to economic self-sufficiency for the majority of working women. In every occupational category, jobs held mostly by women workers generally pay less than jobs held mostly by men. In occupations which are female-dominated, median weekly salaries range from a low of $92 for child care workers in private households to a high of $480 for registered nurses. In occupations which are male-dominated, median weekly salaries range from a low of $291 for garbage collectors to a high of $803 for marketing, advertising, and public relations managers.

Our education and training systems continue to channel girls and young women into fields in which women already predominate. This perpetuates both sex segregation in the work force and

women's concentration in lower-paying jobs which offer little or no chance for advancement. The Women Employed Institute's analysis of enrollment data for vocational education and job training programs in Chicago and nationwide show that females are grossly underrepresented in programs which would prepare them to enter higher-paying male fields, and for the most part continue to participate in programs preparing them for traditional occupations. Women's access to nontraditional education and training is impeded by barriers ranging from inadequate counseling in early career exploration to isolation and harassment in nontraditional programs and sex-stereotyping in job placement. A study conducted by the Project on Equal Education Rights (PEER) found that women comprise only 13 percent of students in traditionally male-dominated vocational education programs.

Although the Job Training Partnership Act (JTPA) was enacted to provide resources to prepare the economically disadvantaged and long-term unemployed for jobs, it is structured and administered in a way that fosters occupational segregation. Because performance criteria encourage rapid placement of trainees, men and women are more apt to end up in jobs they have historically held. Currently, JTPA offers no incentive to break down segregated patterns so that women can be trained for jobs that will lead to economic self-sufficiency, rather than for low-paid female-dominated occupations. Although JTPA regulations include language requiring efforts to "overcome sex stereotyping

in occupations traditional to the other sex," studies by WEI and other organizations show that women are most likely to be channeled into classroom training for low-wage clerical jobs while men are twice as likely as women to receive on-the-job training for higher paying occupations.

We believe that the Nontraditional Employment for Women (NEW) Act will help to reduce occupational segregation by increasing women's access to JTPA training for nontraditional, higher paying jobs. Because the NEW Act would require states and service delivery areas to set goals for training and placing women in fields traditionally dominated by men, it would put the spotlight on an important training issue which has, to date, been virtually ignored by many states. In addition, we believe that the four-year, $1.5 million demonstration program will provide an effective incentive to service providers or service delivery areas for the provision of quality nontraditional programs for women. By including the provision that the Secretary of Labor would have to report to Congress on the efforts made at the federal, state, and local levels to train, place, and retain women in nontraditional fields of employment, the NEW Act will allow for greater oversight by Congress and organizations interested in improving job training for women.

We look forward to working with the sponsors of this important legislation to insure its passage and appreciate this opportunity to express our views.

American Federation of Labor and Congress of Industrial Organizations

815 Sixteenth Street, N.W.
Washington, D.C. 20006
(202) 637-5000

EXECUTIVE COUNCIL

LANE KIRKLAND PRESIDENT
THOMAS R. DONAHUE SECRETARY-TREASURER

Frederick O'Neal
Angelo Fosco
William H. Wynn
Joyce D. Miller
Barbara Hutchinson
Gerald W. McEntee
Owen Bieber
Morton Bahr
Milan Stone
Lenore Miller
John A. Gannon

Albert Shanker
Kenneth T. Blaylock
John DeConcini
John J. Sweeney
Richard I. Kilroy
William H. Bywater
John T. Joyce
Larry Dugan Jr.
Gene Upshaw
Jack Sheinkman
Sigurd Lucassen

Edward T. Hanley
William W. Winpisinger
Wayne E. Glenn
James E. Hatfield
Vincent R. Sombrotto
Marvin J. Boede
Lynn R. Williams
Robert A. Georgine
Jay Mazur
John J. Barry
William J. McCarthy

June 16, 1989

Honorable Howard Metzenbaum
Chairman
Senate Labor Subcommittee
608 Hart Senate Office Building
Washington, D. C. 20510

Dear Mr. Chairman:

I am writing to express the support of the AFL-CIO for your bill, S.975 to encourage a broader range of training and job placement for women in non-traditional employment. I am attaching to this letter the 1987 AFL-CIO convention resolution on "Working Women" which declares that "The complete elimination of discrimination against women in the social and economic fabric of the country and the total involvement of women members in all union activities remain major goals of the AFL-CIO."

Let me offer the following brief comments on S.975:

Section 5 should make a closer link with apprenticeship programs and this could be done by requiring local Service Delivery Areas to describe specifically their relationships with the apprenticeship community and requiring consultation with local Joint Apprenticeship Committees.

Section 10 directs the Department of Labor to use the existing demonstration funds for grants to the states for demonstration and exemplary programs. This existing demonstration fund is already stretched to the limit and therefore I urge additional new funding for this initiative rather than a reduction of already funded projects.

The Labor Department should have discretion to fund national programs as well as state programs. including specifically national and international unions, such as the Operating Engineers, and other labor-supported programs like the Boston Women in the Building Trades Program.

States which get grants should be required to give priority to programs involving organized labor, particularly joint apprenticeship programs offering quality training and high wages, in addition to the priority for community-based organizations and educational institutions.

To give further support to the intent of S.975, enlarging non-traditional training opportunities for women, you may wish to consider making a similar amendment to the Family Support Act Title II Job Opportunities and Basic Skills Training (JOBS) Program which is aimed primarily at helping welfare mothers get education and training which will enable them to become self supporting.

I hope these comments will be helpful. Please include this letter in the record of hearings on S.975. Thank you.

Sincerely,

Robert M. McGlotten, Director
DEPARTMENT OF LEGISLATION

RMM/rw
Attachment

Working Women

The complete elimination of discrimination against women in the social and economic fabric of the country and the total involvement of women members in all union activities remain major goals of the AFL-CIO. We urge our affiliates to move aggressively toward these goals. We stand with the Coalition of Labor Union Women, women's organizations outside the labor movement, civil rights groups and all working to change laws, policies, institutions and attitudes to bring about equity and justice for all. The passage of a federal Equal Rights Amendment to the U.S. Constitution is part of this agenda.

At the federal level, there is other legislation vital to the achievement of equality for women which needs to be enacted, including:

- Prohibiting discrimination in insurance and pensions.
- Improving the protection of women under social security.
- Providing more complete protection for women in private and federal civil service pension plans.
- Maintaining and improving the existing tax credit for child care.
- Improving child support enforcement.
- Continuing with adequate funding Title XX day-care services and the Work Incentive Program as supportive measures to enable poor women to become self-supporting.
- Restoring funding to other social programs where the Reagan Administration cuts have severely harmed women.
- The Family and Medical Leave Act.
- The Act for Better Child Care Services, which will infuse new federal funds and standards into child care and improve the wages and working conditions of child care workers.
- The Civil Rights Restoration Act, which will once again make it clear that no institution that receives any federal funds will be permitted to discriminate on the grounds of race, sex, disability or age.

Strategies for pursuing equality and eliminating discrimination include affirmative action to ensure equal employment opportunity, pay equity, adequate child care, education and training programs, adequate parental and disability leave, and a frontal attack against sexual harassment wherever and whenever it occurs.

The basic causes of lower average wages for women and minorities are job segregation, pay discrimination and the undervaluation of the jobs they perform. The AFL-CIO urges its affiliates to work for wider opportunities for women and for pay equity and attack wage discrimination wherever it exists through collective bargaining, legislative and legal action, demonstrations and other appropriate actions in concert with concerned groups, including women's and civil rights organizations. We also urge all affiliates to endorse and support the "American Family Celebration" sponsored by the Coalition of Labor Union Women. This day-long rally will take place on May 14, 1988, in Washington, D.C., and focus public attention on the changing family and its needs, including supportive public policies and legislation to provide for family and medical leave, comprehensive child care and appropriate care for the elderly. We urge the federal government to ensure non-discrimination in the Civil Service System by enacting a Federal Equity Pay Practices Act.

UTAH STATE OFFICE
OF EDUCATION

James R. Moss
State Superintendent of Public Instruction

UTAH STATE BOARD OF EDUCATION
UTAH STATE BOARD FOR VOCATIONAL EDUCATION
Ruth Hardy Funk/Chair · Neola Brown/Vice Chair
Keith T. Checketts · Donald G. Christensen
John M. R. Covey · Darlene C. Hutchison
Valerie J. Kelson · V. Jay Liechty · M. Richard Maxfield

June 6, 1989

Senator Orrin Hatch
United States Senate
Washington, D.C. 20510

Dear Senator Hatch:

Thank you for inviting me to testify on June 8, 1989 before the Senate Labor and Human Resources Committee on S.975. I am sorry that I am unable to attend the hearing and trust that the following comments will be helpful to you.

I commend you once again for recognizing the importance of providing options for women to achieve economic independence by co-sponsoring S.975, the "Non-traditional Employment for Women Act." Statistics bear out the fact that the majority of women served by JTPA are channeled into traditional female intensive occupations which are usually low paying and offer minimal opportunity for upward mobility and eventual economic independence. Few are counseled into non-traditional programs that provide greater opportunities for women to work towards economic self-sufficiency.

This Act will benefit women in employment training programs in Utah as well as across the country. I strongly support Section 6(a)(3)(A & D) which requires goals for:

(A) The training of women in non-traditional employment through the Job Training Partnership Act, the Carl D. Perkins Vocational Education Act, and other sources of Federal and State support.

(D) a description of efforts to coordinate activities provided pursuant to the Job Training Partnership Act and the Carl D. Perkins Vocational Education Act to train and place women in non-traditional employment.

I suggest that consideration be given to strengthening Section 7(8) by changing the word consult to more compelling language. The Job Training Partnership Act and the Carl Perkins Vocational Education Act should be closely coordinated in order to avoid duplication of services. Coordination does occur in some Services Delivery Areas, usually in the rural areas, but needs to be strengthened to avoid duplication and ensure the maximum utilization of resources. Strengthening the language would be a step toward ensuring more coordination!

Bruce Griffin / Associate Superintendent / Operations
Vocational Training and Economic Development Section / (801) 538-7847
250 East 500 South / Salt Lake City, Utah 84111

Many of your constituents in Utah are finding that non-traditional occupations provide economic independence for them. For example Jan Bennett accompanied me to the College of Eastern Utah in early May to attend a gender equity in-service program for education administrators, counselors and teachers in the Southeastern region, in which two women who are in non-traditional occupations shared their stories with the workshop participants. Following is a brief summary of one of their stories:

> Rose, a hispanic woman who works as a coal miner in Price, Utah had five children when her husband left her. She was working in Moab as a waitress for $2.00 per hour a salary that didn't provide even a meager existence. By chance she saw an advertisement in the Price paper for women miners. She took her five children to Price lived in a tent on her Aunt's front lawn for a period of time and applied for the job. Today she is a vibrant, self confident woman, working in the mines, making $18/hour or $36,000/year. Her eldest child is in medical school and the others are completing high school or are in college. She say's, it's hard work but so was being a waitress. "I know my non-traditional job has given me enough money to enjoy a modest standard of living, to help my children gain an education, and to know that I am a contributing member of society.

This is only one story among many that Utah women in non-traditional occupations could share with you. The one common thread through all of them is that the job has given them economic independence.

Senator Hatch, once again I want to express my deep admiration for you and appreciation to you for your foresight in sponsoring S.975. This is another important piece of legislation supported by you that enhances women's opportunities to achieve economic independence. Thank you for your endeavors to help improve that lives of women and consequently their children and other family members.

Sincerely,

Barbara B. Hales

Barbara B. Hales, Specialist
Vocational Equity

/sl

Senator METZENBAUM. We will give it priority and hope to pass it in the not far distant future. Thank you very much for your cooperation. The hearing stands adjourned.

[Whereupon, at 11:30 a.m., the Committee adjourned.]

○

20-103 (120)